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Paolo Avarello An ocean of houses

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An ocean of houses

Paolo Avarello

In the wake of the 'labour conflicts' (1969-1970), which stressed the problem of housing, not only for the very poor, but also for those who earned ordinary wages and salaries, the housing census (1971) evidenced the 'housing waste', that is, a quantity of houses well above the standards of the time, which was also taken as the basis for the master plans, even though the 'forecasts' of the number of inhabitants in the plans always turned out to be exaggerated. Also in 1971 law 865 was passed, destined to relaunch social housing, blocked by law 167/1962, which had assigned competence for the task to the municipalities, attempting to reduce the cost of expropriations. Subsequently more accurate analyses of the broken-down data brought to light a number of phenomena, including that of 'second houses' and the use of dwelling houses for studios, offices, temporary residences, etc. Meanwhile the regions had taken shape, and competence for town planning was transferred to them (decree Dpr 8/1972), followed by that for social building, which substantiated the contents of the plans, as the 'districts' in social building proved to be the only structured parts of urban expansions. Perhaps also due to the inertia of certain regions, the state continued passing laws in the field of social housing (and of 'town planning'), with measures aimed at facilitating the actions, but without any precise design, or any real reform. A partial reform of the housing sector, both social and otherwise, came however with Law 457/1978, which reorganized the matter, finally addressing the

question of restoration and rehabilitation, in the conviction that 'demand' derived also from old, rundown or in any case inadequate houses. The same year saw the introduction of law 392/1978 ('controlled or fair rent'), which aroused certain hopes of a possible expansion of the rental market, but with rather disappointing results. Nevertheless, law 457/1978 did provide an important guideline, which produced some interesting experiences, although without reducing the production of new houses, nor significantly promoting the renewal and upgrading of rundown, underused or derelict 'parts of towns', or the 'holes' in the disorderly expansion of the peripheries, unauthorized and otherwise, or of those districts of social housing with boundaries 'in conformity with' those laid down in the plans. Housing in this new expansion remained in fact the core business of Italian house building and the centre of attention of town planning. From the eighties onwards the activities of renewal-rehabilitation definitely became more widespread, but in a minute, concentrated manner, enabling the 'small-scale' operators to overcome a difficult period and giving hope for a future of (more) significant urban transformations, which among other things would have led to a radical reformulation of the classical themes of town planning. Convinced that they were still lagging behind other European countries, many glimpsed a future analogous to that which we could see elsewhere, with grandiose programmes of urban transformation, with the participation of private investments, but with precise choices and attentive management by the public decision-maker

operator.

Such activities in those countries played an important role in relaunching the national economies, proved by the difficult passage from an 'industrial' to a 'postindustrial' economy, while in Italy endeavours were made to emerge from the tunnel by means of borrowing, inflation and devaluation (now inhibited by Community regulations) with a bill that we are still paying. The passing of law 457/78 marked the resumption of the debate on housing, but the social questions historically linked with the theme remained in the background, compared with the economic and employment issues, and that of the allocation of the 'passive remainders', namely of the very large sums obtained but not spent, while the retentions on wages and salaries intended for the purpose were suppressed. In that period there was a certain downturn in the prices of real estate, and law 142/90 saw the start of a debate that was to lead to the 'Bassanini reforms' and to the modification of the Constitution; moreover, along the lines of certain European programmes (e.g. Pic Urban), the Ministry of public works launched the first 'complex programmes': a further boost for a substantial reform of Italian town planning, all too long tied to law 1150/42, and not only for the limits connected with the question of expropriations.

The complex programmes, programme agreements, etc., were however also overwhelmed by waves of new houses in areas of expansion. No functional mixes, new housing types, new ways of being placed on the market or new 'environmental qualities', nor spaces of social life, urban quality and quality of life, but an ocean of houses occupying areas that were previously free, filtering out

of the matrix of the urban development plans. And someone always buys them, although complaining about the price.

Landscape. Betrayal, innovation

Alberto Clementi

We cannot simply take for granted that the value of the landscape is capable of transforming the culture of urban planning and design and, at the same time, having a serious effect on practices of spatial governance. Moreover, we must understand that it is not a painless experience. We are forced to continually reexamine deeply rooted convictions, often betraying that which has been handed down from the custodians of tradition; more often than not, we must confront, without a safety net, the most orthodox ideologies, little inclined to deal with the reality of our variegated landscapes.

Many of the experiences presented here are a result of this approach to research, an approach that leads, on a case-by-case basis, to an investigation of the meaning of the landscape produced by the militant interpretations of those who intend to affect change, spurred on by curiosity and an intolerance for a-critically inherited convictions.

Approached in this manner, the landscape becomes an ideal workshop for testing architecture and urban planning, together with policies of spatial governance. In fact, this theme, far from being slowed by the successful actions of the recent past, presents continuously new challenges that appear to elude both conventional representations and representative power structures.

It is a challenge that offers fertile opportunities for understanding cultural alterity and, above all, it invites us to constantly innovate frameworks of understanding and paradigms of action, abandoning the reassuring positions of those who

profess a rigorous control over the landscape, without providing the necessary conceptual and operative instruments.

Betrayal

As part of the continuous search for an *Italian approach* to the experience of the landscape, capable of emancipating itself from an inopportune pride in our traditions of conservation, and the poorly concealed admiration for countries with more mature design skills, the plans and projects represented here have attempted to explore a few possible profiles of innovation. In some cases this leads to the difficult betrayal of the basic principles that have rendered our lengthy history so noble, yet which appear out of touch with the complexities of policies required to deal with the contemporary landscape.

The landscape: between heritage and resource

In the midst of a vision of the landscape as a valuable heritage (Italy as an immense open-air museum, composed of historical-artistic structures and beautiful landscapes) and the vision of the landscape as a resource for territorial development (the strategic value of the landscape as part of a new economy of quality), the Italian experience - even if in a confused manner - appears to demonstrate a desire to indicate the possibility of a *third approach*. This is an approach characterised by the critical balance between the conflicts associated with different scenarios of intervention, in a mutually tense position that seeks new syntheses that refuse to renounce either the necessary distinctions between landscape, environment and territory, or the legitimacy of different traditions of study and intervention.

In dealing with concepts that radicalise our way of

understanding the landscape, what emerges from our most positive historical experiences, is the possibility of implementing an ambivalent and *multi-dimensional approach* that leads us back, each time, to the specific context of design and the research for a sustainable balance, oriented towards inclusion and assimilation, rather than the negation of alterities. With respect to current practices this approach, which tends to favour co-existence - and/or - rather than opposition - or/or -, requires a greater critical understanding that, in any case, rests on a rigorous respect for the landscape's insuperable *'diritti del testo'* [the rights of text] that functions as a dam against discretionary interpretations. Experience teaches us that this is the direction - if well implemented - for achieving the best results, restoring to the landscape a problematic strength and a complexity of meanings all too often sacrificed by the simplifications of *benculturalismo*, as much as the trivialisation of process of social and economic exploitation.

Problematic identities

An even more uncomfortable position may be found in the critical reconsideration of the very importance of identity, a cliché that lies at the base of any rhetoric regarding the landscape, as internal to traditional approaches as it is to the more evolved ones introduced by the European landscape convention. In fact, the landscape is not composed exclusively of values of identity to be restored, but is rather the result of a process of a comprehensive reinterpretation of territory and history in a contemporary condition, and part of a 'multiple modernity' that defines, in various contexts, a plurality of meanings and forms through which we also

regenerate the identities of the past, with respect to the present.

It may appear irresponsible to pervasively redesign the meaning of the landscape in an era defined by a more general dissatisfaction with the quality of current design, and a more acute understanding of the need to protect our country against the assaults of speculation that are devastating entire coastlines, countrysides, river valleys and mountainous areas so loved by tourists.

However, it is perhaps the lack of 'landscape sensitive' design, entrusted to the reflexive protagonism of modernity, that ends up weakening even the protection of the existing landscape, unfortunately now seen as being 'something else'. We require a great deal of courage, even to betray the conventional representations that have such a strong hold on the collective imagination, in order to rediscover, through design, the meaning of a shared responsibility towards the landscape, the fundamental 'theatre' of our everyday existence.

Strategic Plans and Projects

Another cliché that appears to represent a point of convergence for orthodox and more advanced positions is the demiurgic role attributed to landscape planning. Its missing elements are precisely that which makes it possible to build the numerous monsters scarring our landscape. A greater level of accuracy in the forecasts of plans, together with a reduced level of discretionary interpretation, perhaps accompanied by a reinforcement of the role of the Superintendent's offices, should represent a guarantee against the errors resulting from new interventions. However, what is truly required are new

instruments oriented towards design and action, privileging an active philosophy of sustainable conservation and transformation. The new landscape plans being developed by various Italian regional governments must, as a result, be profoundly modified, moving ever closer to the form of coherent frameworks of a limited number of strategically important projects, accompanied by an agreement between the multiplicity of actors playing an important role in the transformation of the landscape. There is no need for large projects, such as, for example, the reorganisation of important watercourses, subject to imposing works to secure their banks that, as a general rule, are so rarely attentive to the values of the landscape and the potentials of use by society. Other than the large unitary projects, there is a need for projects composed of a multitude of smaller scale interventions, comprehensively destined to notably improve the diffuse quality of urban landscapes, tougher with the liveability of the spaces we inhabit. The new generation of landscape plans promoted by the *Codice Urbani* [2004 Italian law governing the landscape - Ndt] will tell us whether these new approaches have truly matured.

Innovations

If a critical reflection on the ideas-guidelines mentioned above may lead to justified embarrassment or, worse still, prejudiced reactions, it should be less difficult to develop a consensus regarding a handful of innovations related to the possible improvement of disciplinary instruments and project quality. In particular, this has to do with the themes of recognising the identifying characteristics of the

landscape, the prefiguration of strategic scenarios and, finally, the possible reinterpretations of landscape urbanism as a new field of transdisciplinary convergence.

Identifications

The interpretation of the landscape as a *contextual totality with its own specific individual qualities*, generated each time by the different scales of the particular interweaving of its characteristics - morphological, natural-environmental, historical-cultural, aesthetic, social and symbolic - is a generally accepted one. Yet many of the current tools of understanding and investigation tend to maintain the analytical distinction between the evaluation of individual characteristics, working backwards towards the definition of identity by using simple processes of addition or overlapping that, only with great difficulty, are able to consider the mutual interdependencies that structure the physiognomy of a landscape.

We thus become aware that in order to establish identity we require explanatory rather than complex models, capable of elaborating the chain of connections of causes or interactions that influence the defining characteristics of a landscape, recognising their specific qualities in their ability to combine the different variables at work within a single context. We are speaking of models that explore the rationale of the internal functioning of individual landscapes, highlighting their determinant and complementary variables in the pursuit of an overall recognisability.

A useful contribution to this approach may be provided by the ecological sciences, if we can free ourselves of their sequential determinism and obsession for measurement. We must

make room instead for the qualitative evaluations and the subjective nature of the perceptions at play in various historical-cultural, aesthetic, social and symbolic processes.

The interpretation of the characteristics of recognisability of a landscape should, in the end, conclude with the identification of its *figure of meaning*: a representative image that synthetically reassumes an interpretation of the nature of the relations taking place and the comprehensive dominance of particular qualities over others.

The figure of meaning may lead us to a particular image that evokes history, or the prevalence of particular values of naturalness, or an interweaving of meaning that ranges from methods of inhabiting the territory to systems of agricultural production. Associating each landscape with a figure of meaning allows us to render communicable the characteristics that are recognized as being identifying, assisting a process of comparison between different points of view that may lead to the emergence of the most appropriate strategy of intervention.

Strategic scenarios

Faced with the infinite variety of landscapes present in Italy, it would appear indispensable that we make use of progressively more articulated strategies of intervention at different scales that are carefully calibrated with respect to the specific identities of local contexts. What is more, the need to diversify strategies is not an exclusive result of the recognition of the value of differences. Of equal importance are the diversities introduced by processes at work and the resulting risks faced by the landscape.

Even while making reference to specific conditions, it is worthwhile considering a few recurring scenarios. In particular, it would be opportune to refer to:

- *Abandoned landscapes*: those landscapes that have exhausted - or are progressively exhausting - their life cycle, awaiting reuse by contemporary society and economics;
- *Congested landscapes*: landscapes that, on the contrary, suffer the excesses of use that may denature their meaning and thus require a reduction in the pressures exerted on them.

- *Landscapes of networks and knowledge*: evolving landscapes that embody the most important transformations taking place at present. For these landscapes, true factories of the contemporary, we can observe the need for innovative projects, capable of exalting their central function in an era of economic flows and deterritorialisations;
- *Ordinary landscapes*: landscapes with slower rhythms that act as a backdrop to everyday life. These landscapes require a reinforcement of their identity, a great deal of care for their visible forms and, above all, the creative assistance of a new culture of landscape sensitive architectural design and urban planning.

For all of the scenarios mentioned it is necessary to define specific strategies of cross-sector intervention, focused on the development of regional landscape plans. Through the use of these plans, the landscape should manifest itself as a truly transversal value, a vast cultural resource with important effects on the economy and society, capable of guiding processes of territorial change.

Experience teaches us that the landscape cannot be exempted from the difficult

process of an ongoing search for meaning. We must first, however, cast off the naive idea of the aesthetic approach as the keystone to a constitutional agreement between society, culture and territory.

The birth of the landscape during the early stages of Modernism coincided with the first fundamental form of betrayal of the Eden of indistinct belonging to the contexts in which we live. We thus inaugurated the birth of a new awareness that has turned us into a generation aware of its own history, and part of a story that is far from over.

We can still legitimately betray the idea that lies hidden at the base of our philosophy of landscape conservation, or even the belief that more explicitly supports a vision oriented towards social and economic development.

What is important is that we do not betray the underlying intention, the election of the landscape as a basic value capable of permeating, on its own, all of the mutations taking place in our territories, contributing in a decisive manner to guaranteeing the quality of our everyday lives.

Landscape studies in Europe: a difficult harmonization

Pierre Donadieu

The reform of the higher Education system, initiated by the Bologna Declaration signed by European ministers in 1999, has modified most of the academic studies in Europe, which hadn't adopted the Anglo-American system. Concerned as the others, the landscape architecture studies are currently in the process of restructuration. This evolution is particularly complex especially since:

- the professions in architecture and landscape are constantly changing with the public policies adopted in the field,
- there is no common agreement on the use of the term landscape architect, especially between France, Spain and Ireland,
- the studies in Europe propose a large variety of durations and objectives according to the Universities and the countries and are rather not known.

Who is a landscaper?

According to the International federation of landscape architecture (Ifla) and the European council of landscape architecture schools (Eclas), the landscape architecture refers to: "the discipline concerned with mankind's conscious shaping of his external environment" (Website, 2007). In most of the countries, the professional is designed as landscape architect. However, some professional organizations do not accept the term, and use the designation landscaper or landscape gardener. In France, the appellation 'landscaper', not protected by the law, is also used by the nursery gardeners, the contractors, the engineers, the painters and the writers. Initially limited to the design, the realization and the care of garden, the skills of

landscaper have been considerably enlarged at the end of the last century. Today, distinctions have been made between the profession of landscaper and the professions of landscape contractor and architect, which have developed independent professional organizations. However, in Italy, the architecture Order admits among his member the landscape architects. The landscape architecture requires a large number of knowledge and skills, essential to organize the shaping, the functioning and the social use of the non built places. The landscape architecture refers to: the planning of the space uses on variable spatial and time scales; the design and the realization of space landscaping; the preservation and the restoration of historical parks and gardens; the landscaping of open spaces in urban regions; the environmental engineering; the artistic creation; the assessment and monitoring of natural resources; the studies on the consequences of the infrastructure landscaping and on the design of the residential life environment. More the public policies on landscape, heritage and environment are ancient and efficient; more the competencies of the landscaper are diversified. On this point, the major professional landscape organizations in North Europe are more developed than those in South Europe.

A large geographical diversity of studies

If the figure of the gardener is, in most of the countries, at the origin of the landscape cultures, the art of garden is not the only reference. The pictorial and photographic arts, as well as the literature, the theater and the architecture are also important references since the Antiquity. These references have led in

Europe to the development of two different systems in landscape studies.

When the sciences of horticulture (and of gardening) have inspired the development of landscape studies, the courses were located in the agronomy and horticulture schools or Universities, and were often linked to the agricultural ministry. It's the case in Denmark (KVL in Copenhagen), in the Netherlands (Wageningen), in Italy (Turin), in France (Versailles and Angers), in Spain (Valencia) and in Portugal (Lisbon). When the architects and the urban architects have claimed the competencies related to the gardening and to the landscape design (linked to the act of building edifices and cities), the studies have been placed in the frame of Universities, schools or departments of architecture associated to urban planning. It's the case in Italy (Milan, Venice, Reggio de Calabre), in Spain (Barcelona), in Germany (Karlsruhe, Berlin, Dresden, Munich), in Great Britain (Newcastle), in the Netherlands (Delft), in Austria (TU Vienna), in Finland (TKK Helsinki) and in France (Bordeaux, Lille). Certain studies have been also developed in relations with Arts schools in Denmark (Copenhagen), in the Netherlands (Amsterdam), in Great Britain (Edinburg); others in relations with eco-biological science department or Universities (Porto, BOKU Vienna), with department of Geography (Paris 1, Angers, Toulouse) or with department of History (York, Paris 1).

The rising social demand for better quality of life and the large rank of skills required by the three main profiles of the landscape architect can explain the multiplication of the studies and the diversity in the discipline. The different profiles have become either specializations or have

been committed in a unique practitioner.

Three profiles of landscape architects

1. Born in the nineteenth century in industrial cities in North Europe, the figure of landscape architect has been developed at the crossing points of the garden architecture, the painting, the landscape literature and the upcoming urbanism (particularly in colonial cities). The creation of the Ifla in 1948, has led to the structuring and the organization of the profession. If originally the profession has been marked by the historic art of garden, it today claims a multidisciplinary capacity in the design and the realization of landscaping projects in open spaces. At the beginning of the twenty-one century, two opposite evolutions in the figure of landscape architect have appeared. The first one distinguishes the design to the technical realization (by the engineer). This professional specialization process has been described by French architects. On the contrary, the second one, designed by the term Landscape urbanism, brings together all the competencies essential to the urban design.

The first evolution has led to the explosion of the group of landscape designers: garden artists, land artists, sculptor, architects, and photographers. The other perspective has led to the development of a new conception of this profession, which criticizes the traditional figure of the landscape architecture and the environmental planning. 2. Also born in the nineteenth century, the second figure refers to the landscape manager and the countryside manager. It refers to those who are in charge, in public institutions, of the shaping and the management of the urban

and periurban public space. In these regions and for each local authority, the landscape manager is in charge of: the definition and the implementation of the public policies on landscape, the creation and the preservation of the green and aquatic places, the definition and the implementation of the rules regarding the production in rural and urban landscapes. The landscape manager is also in charge of the security and the cleanness of the public space. He has to reduce the tensions and the social conflicts. He is in charge of the preservation of the ecologic milieu, of the reduction of the public nuisance and the environmental pollution as well as the organization of cultural events (exhibitions, concerts ...).

3. At the opposite of the two first, the third figure, the 'landscape mediator' has been developed recently. It doesn't find all its roots on the canonic rules of landscape architecture but refers also to the life science, the nature, the human and the society. It emphasizes the expertise in the development of representations on landscapes and places, which can lead to the development of project on territory (for example on inhabitants and visitors preferences). This professional posture, which enlarges the definition of landscape architect and engineer, refers to the indications notified in the European convention of Firenze. The convention defines implicitly the landscape practitioner as the professional in charge of the assessment and the governance of landscape projects linked to the territories administrated by public services. The three figures point out three different but complementary ways of practicing the profession of landscaper: the first (landscape architect) refers

to the designer of artworks linked to the art and architect fields, the second (landscape engineer) to the technician and manager of the open spaces (open to public) and the third (landscape mediator) to the mediator of the social dimension of the project of a society and of the art of living territories. In this last case, the landscape mediator meets necessarily the two others, with which his skills are complementary.

Studies in France and in Europe

In France, the first academic study in landscape has been created in 1874 in the Horticulture school in Versailles. The distinctions between the landscape architect, the landscape engineer and the contractor did not exist since the creation of the section 'landscape and art of garden from 1945 to 1975' linked to the national school of horticulture. This department graduated the first 'paysagistes diplômés par le gouvernement', with a curriculum influenced by arts and architecture (which became at the end the main references). The National school of horticulture in Versailles proposes since 1976, a two years study for landscape engineer and the National institute of horticulture in Angers a similar study in three years. The Ecole nationale du paysage in Versailles, which replaced the Horticulture school in the Potager du Roi in 1994, proposes a four years study to become Dplg landscapers (landscape architects). From 1990s, two architecture schools (in Bordeaux in 1991 and in Lille in 2005) propose studies for landscape designers. The Bordeaux school includes, in its curriculum, objectives of landscape mediation. A third school, created in 1996 in Blois, does not distinguish the figures of

landscape engineer, architect and mediator. Similar evolution process can be notified in most of the development of the studies in Europe. Before the Bologna declaration, each country was proposing very various studies which were difficult to compare. On one side, the studies closed to the Anglo-American system (bachelor, master, PhD) - with a variable number of Universities concerned according the countries - do not seem to have been affected by the Bologna process: Great Britain (12), Scandinavian countries (5), and the Netherlands (3). On the other side, the studies which have followed other models are currently in the process of restructuration: Germany with the Fachhochschule (9) and the technical Universities (8), France with the public 'Grandes Ecoles' of Landscape engineering (2), of landscape Dplg (3), as well as the private schools (2), and the University (1); Italy with one academic cycle (laurea), Spain and Portugal (licenciatura) in a 4 to 5 years study. This heterogeneity in the studies is currently in a process of harmonization. However, the impacts of the Bologna process on the structures and the curriculum are still at a too early stage to be analyzed. However, evolutions can be already notified in the frame of the European Erasmus program. Harmonization in the pedagogic methods and objectives can indeed be emphasized in the schools, who are exchanging students in the frame of this program. Common perspectives on the figures of landscape designer, the contractor and on the definition of a landscape project are shared by several academic institutions: the Edinburg schools (Art college Herriot-Watt), the Ecole nationale supérieure du paysage in Versailles, the Arts

academies in Copenhagen and Amsterdam, the landscape architecture and environmental planning Institute of the Technical university (Tu) in Berlin, and the department of biophysics and landscape planning in the Evora University. Otherwise, similar landscape postgraduate studies have been developed by institutions specialized in the scientific and technical fields: the department of environment and landscape in the Wageningen university, the Architecture university in Tu in Munich, the Landscape architecture Institute in the agronomical science University in Gembloux, the engineers in the Lullier school (Switzerland) and the National institute of horticulture and landscape in Angers. The implementation of the Bologna process has led to the development of new studies focusing on the figures of the engineer, the manager or the mediator. These studies prepare the students to new professions based on the researches in fields such as geography, history, law, agronomy (landscape agronomy), environmental science (landscape ecology), or Geographic information systems. These studies are extending the group of landscape architects towards a new and larger community of landscape professionals. Today, in the current transition period of the Bologna process, the diplomas, which give access to the position of landscape architects, are at a Licence level (Bachelor, laurea triennale, licenciatura), or at a master level (laurea specialistica). The doctoral programs in landscape architecture are still only few and slightly developed (around 20 programs on the 13 countries analyzed in this study). On the professional practice

perspective, only the authorization to practice the profession is required. The document is usually delivered by a national professional organization: the Landscape institute in London, the Bund deutscher landschaft architekten (Bdla) or the Swiss federation of landscape architects. In France, the diploma of landscaper (Dplg, Master grade), delivered in three schools (Bordeaux, Versailles and Lille) gives access to the position of landscape designer, without the intervention of the French federation of landscape (Ffp).

The harmonization of the landscape studies will have to face a long process. For several years, with the support of the European union, the network Le: Notre (Landscape education: New opportunities for teaching and research in Europe) has been working on the harmonization of the European studies. The network, directed by the Vienna TU leaded by the professor Richard Stiles, is animated by a group of professors specialized in the field.

Conclusion

3 main ideas on the current situation of landscape studies have been pointed out in this study:

- the professions in landscape architecture are currently facing a process of diversification and specialization. The evolution process in the harmonization of the studies (linked to the Bologna process) will depend on the level of implementation of the Firenze convention;
- the circulation of the graduated landscaper in Europe will depend on the recognition of the national diploma between countries. This recognition may be enduring a long process.
- Today, the Europe of Landscape studies doesn't exist. However, common conceptions on the

profession of landscape architect are appearing. Several organizations (the Ifla, the European foundation of landscape architecture, the Eclas, Le: Notre) are actively involved in the process of harmonization of the studies at a European and International level.

A culture for the landscape

Mariavaleria Mininni

Most of the landscapes we can see today have not been projected to meet our taste or not.

Many of them have not even been meant as landscapes, but they have become, in a sight unable to distinguish the figure and the background, the city and the countryside, that catches everything without being synthetic.

Where does the project of a landscape hide, then?

Urban and rural politics and logics are the first to be responsible of new landscapes production, powered by financial laws and community incentives; as well as the spaces corresponding to coastal and mountainous protection places, the landscape infrastructure politics and their consequences on the visible aspects of the landscape.

In an almost totally built landscape, every new intervention wears away a residual space, stops a horizon, shortens the space between the cities and confusedly fills the only landscape built over the last fifty years, the one of periurbanity.

But the politics of control in the land use and concentration of settlements are not enough without a more careful study about over-determinations concerning the production of such a space, the experiences but even the desires they satisfy. If we tackle a new idea of landscape and the ideas of nature it presumes it could be useful.

The landscape culture we refer to is that of French school, in particular of the Ecole nationale supérieure du paysage in Versailles, that defined a specific field of knowledge, born in a multiplicity of knowledge, arts and crafts, intended to define a field of specific

competence based on the ancient art of 'gardening', more ancient than agriculture. Competences not directly linked with Architecture and town planning, like in Italy, though they are part of both, but they can count on several disciplines that, somehow, concern landscape.

New ideas of nature for contemporaneity

Landscape is then a hybrid cultural idea, a cultural construction, both individual and collective concerning the relations of nature in space. The relation of landscape with human and natural sciences makes it the product of human thinking par excellence, that needs minds open to dialogue.

Splitting and wavering justify the process of naturalization of cultural values, products of experiences and emotions of a nature felt through an aesthetic code that gives back impressions of nature even about what is not nature. So the countryside becomes nature for city dwellers, the attribution of a meaning far from the agricultural space used to produce food, and it is charged with an emotional evaluation related to what becomes the most natural possibility. Or nature is independent from human will, lakes, mountains, woods, whose existence is proved by sciences and linked to the way sensibility that feels the nature. In all this the notion of landscape is capacious maybe because it is vague, it is operative without being optimistic, it is careful to transformations without complying with them, it elaborates technical culture without any determinism or overwhelming but making the protagonists talk.

Projects, instruments and purposes of the landscape

The hardest challenge for the landscape project is the one about the contemporary city and its relation with

nature. A relation that clarifies itself in three different conditions: the first is the search for citizens' well-being and their need of green spaces in order to improve their hygienic conditions and preserve the use of resources at the same time; the second is to satisfy that cultural and social need of nature for the citizens, that has a lot to do with the need of landscape for the city as a horizon of sense and affection for the things that talk about nature; the third is the realization of new forms of spatiality that can be satisfied by the creation of gardens meant both as private and public spaces, for the need of recreation and loisir in the territories of urbanity.

Why is the landscape the core of such a careful attention? Why do landscape politics attract and take up much more than environmental challenges today? Why has this word become successful, although it is not clear what its action field is, and mainly which professions and skills are ready to work with it? The notion of landscape cannot coincide with the one of environment, although it presumes it, as well as it includes all the geographical, historical, phenomenological and landscape values. The sectorial vision of the landscape politics needs a different and instrumental use, in order to focus, little by little, various implication of landscape in the questions of its project. But it is the utopian and mobilizing dimension of a political and social challenge to concern the work of landscapists and the sense of their project. Sometimes without any emphasis, silent and latent, sometimes noisy and energetic.

Landscape culture for town planning

Town planning was, for a

long time, interested in environment and the worry for the planet and its resources survival took it up so much that it seemed useless to take care of landscape. If the ecology impulse has trained the planner sight to read and understand environmental resources, on the other hand it has distracted him from understanding the several aspirations of a population demanding imaginative nature and beauties, chasing after it in daily life, in travels, and reproducing it in images and symbols. The town planner and the landscapist both have to interpret processes based on rules beyond their control. They work with irony without losing the tragic and popular character of their job.

Today the landscape project is asked to measure itself against the project of contemporary city. But does its job come abreast of or substitute the town planner? Can the needs be shared, superimposed the answers? For the town-planners the idea of a landscape project comes from the meaning it has in architecture and town-planning. It represents a situation, of a state to be reached.

It is an image because it prefigures an intention. In many cases the experience of landscape project increases the one of urban project and local development, unless, as in the case of territory project, it is a substitute. It is still divided between two poles: one concentrated on development politics and their special composition which leads to the creation of projected and planned spaces; the other linked to the improvement politics of local development, identifying the production of the forms through the protagonists. In any case, the landscape project answers the question of the ruled forms, or the forms renewed by planners' creativity, if not by the

citizens' uses. By agreeing with Cristina Bianchetti's ideas about town-planner's job, it is indispensable to refer to materiality and the instability of meanings these jobs have to deal with. Building images becomes the core of the professional's job; throwing in the visible space the different visions coming from expert knowledge involved in the study of the landscape, bringing them near the practical contingencies as a field of discussion. What is interesting is the revision for the landscape images of the internal efficacy of a former difficult representation that becomes easy, and the external efficacy as a communication and persuasion device. As well as the territorial sciences that use devices typical of the different disciplines and professions, are used to measuring against themselves and their own languages. The work on the landscape stimulates debates and produces something new only if it accepts the challenge of the action, 'to dirty ones hands on the papers' to represent and communicate, stimulated to a proof of efficacy. The many professionals of space, geographers, sociologists, historians, ecologists, town-planners and architects of landscape can be considered as landscapists when they work in critical vision that finds a common tension. Working with broken lens means to see through superimpositions and distortions, paying attention to the news from the angles of refraction of a continuously checked reality. The landscape project is a society project where the territory is neither a sub-product of economy nor simply a support of actions. But it cannot be a simple infrastructure that facilitates the processes of

social production, though it is included. The project is mainly the ability of simultaneously working on esthetical, symbolic and ecologic questions that refer to the complex nature of landscape. Ductile concept, available, it does not impose itself but can pay attention, can speak and listen to. A good occasion is the new law about landscape where a landscape challenge is added to the culture of an urban project. The project is the only weapon against the identities rhetoric, it continuously interprets the territory in its progress and follows the building of strategic knowledge according to the choices to make. The landscape project deals with a new relation with nature; it gives the resource an environmental value charged of judgments and expectations and not determinate and deducible values. The project shall propose new experiences of nature in the contemporaneity, without hypostatizing it within the 'invariants' but acting into it. It is in the research of congruence of town-planning and architecture project scales, within the landscape option, that the territory government policies have to be set, the richness of its latest and not so recent experiences, enriching them with procedures and instruments that have given encouraging results in other European countries, adapting and reformulating them according to our contexts. Learning by confrontation, now that the challenge is open, is more and more stimulating because the Convention of the landscape takes us to Europe. Many instruments are available providing you are able to shape and adapt to the new needs. Concepts and techniques of interpretation and simulation of the processes happening

in the space, spatial statistics, sensitive remote analysis, may help read the transformations and study the change detection, simulate trajectories, prefigure scenarios, give sense to the valuations, beyond the due act. Innovative instruments like environmental equalization may help build the new basis thanks to the wisdom of new actors, better inclined to solve the problems bilaterally, what environment needs is more convenient, by using mitigation and compensation, apart from a simple accountancy, but as tools for the project. Experimenting the coherence of project scale is fundamental. Focusing the peri-urbanity territories, for instance, implies necessarily a transcalar project of the vision; understanding where the phenomenon starts and ends and which scale of representation contrasts it so to make it readable. At the same time the instruments regulating its transformations have to be placed in the scale where the themes get visible, sharable and coactive. A more complex concept of subsidiarity, more planning. To understand the phenomenon of peri-urbanity means to renew the techniques that explores fragmentations, diluted densities, double residentiality and life ubiquity styles and find the right ways to project and govern it: territorializing agricultural politics merging the open space management in contexts of metropolization with updating and versatility processes of such an agriculture that is unbalanced between food and landscape oriented; joining the two worlds of urban society and farmers, that ignore each other; working on the project of stringing together suburbs with the open countryside. A non-linear spinneret that

becomes a chain of value. At the same time, it will be necessary to pay attention to globalization processes that create interferences between the research of alternative energies and the risk of a new world famine, between the regulations of Pac, that believe in abandoning agriculture and the risk of food undersupplying for the countries at risk. Strategic and selective visions form above, like a vulture looking for its quarry, like a wayfarer that looks from the bottom, and together, like a climber who, going up slowly, modifies time after time the line of vision and the resolution grid of the better perceivable objects. It is not necessary to underline the questions of identity and of the relation between history and planning. Only a short mention of some easy affiliations. Looking back to the past there is no mercy for places; people did not wait for globalization to attack woods, to reduce nature into the farmlands to the minimum, to drastically simplify the environment in non sustainable forms. History professionals may help demystify the ideological adherences between territories and societies letting us in an extraordinarily planning vision over history. Transcality, process-like, inter-sectoriality of landscape plan underline its holistic character strategic without covering, able to orientate the many processes without being a further layer of rules that slows down the already heavy planning machine, avoiding the paradoxical ends of an excess of planning. The strategy for the landscape plan becomes, more than in other territorial plans, a scenario of the possible that has coherently the power and becomes stronger when selecting politics as construction of

the most suitable choices.
Projecting the rules,
projecting the
managements, projecting
the regulations, means
looking for the physicalness
of forms not divided by
processes, anticipating the
ends and paying attention to
the several transformations
that have consequences on
the landscape.
Distractions have been very
damaging. A vision of
landscape that imbues the
culture of a society could
make the production of a
landscape more and more
normal, unintentional the
effects, recovering the
poetic meaning. Maybe, in
this way, we will talk about
landscape a bit less.

Between two shores, looking for a land in between

Arturo Lanzani

In the Italian landscape and in the forms of its government seem to consolidate two different layouts, sometimes in conflict, sometimes well set on two different shores. In between a point of view - which contains Alberto Clementi's itinerary, but also the author's one - that has a great difficulty of action together with some small internal weakness.

A building and a town-planning without any landscape or environment

A 'shore' of our sea, amazingly more and more strong and solid, is given by a powerful building activity, that, with no hesitation overlaps itself upon the inherited landscape, often erasing every trace, without making a 'new landscape', that is without creating 'new worlds' (urban, rural or hybrid), where old and new objects, activities and people are coexistent, yet with rules different from the past, out of a non proposable harmony and uniformity. To put it another way this building activity struggles to build new common goods and to create a common condition of liveableness and livability. This movement follows the impetuous building and planning development of the second postwar period. This activity is no longer linked to an epochal redistribution of population and the territory activities (from the country sides to the cities, from a region to another, from the mountains to the valleys, from the watered to the dry plain, from the inland to the coast...) and to the birth of new and distinct socio-territorial forms that drastically modify both economic geography and Italian development. It is neither linked to the

spreading of a residential liberation of many families from an old housing condition among the worst in Europe (on the contrary the enforced building activity is today strongly connected to the worsening of housing conditions). There are some other reasons at its base. First of all a report of individual consumptions and of the familiar investment strategies, quite different from the one of many European countries. Housing consumptions that implicate a higher per head consumption of private and individual residential volumes compared to a lower use/consumption of open urban, rural, public, collective or semi-collective housing spaces. On the other hand such a great number of buildings is related to the importance of real estate investment in Italy, compared to different forms of familiar investment. Second, this process seems to be linked to a revolution, delayed for a long time, but much more explosive, banal and ungovernable, of the commercial-distributive forms and the related spaces; to an original housing structure, with a lot of problems, of the Italian small and medium enterprise; finally to a recent tendency to an expansion of logistics spaces. Another reason of this urbanization is due to the great presence of second houses in Italy, and to some more general characteristics of the tourist development model in our country. Finally this process of building, that develops regardless of any valuation about reusable patrimony and the areas of a possible building improvement, is linked to a deterioration of Italian local finance, that powers the former processes. In un country that got into debts in the '80s, and where the incomes are untouchable, charging cannot finance important investments in

public works and territorial requalification anymore; at the same time the State and the towns debt cannot be acceptable. The selling of 'building land' has substituted the loan at the Caisse des Dépôts et Consignation or the ordinary charging in the towns, not only regardless of any valuation of the residual offer in the already urbanized areas, but also of environmental sustainability and the landscape impact of the new settlements. However it is not only a problem of quantity. Today some elements increase the difficulty of building a new landscape in the spread urbanization. First of all, this latest building cycle has often upset those weak signs of structure, those elements of minimal rationality that the first spread had. A more hardened action, from the landscape point of view, of the different rationalities of the sector has substituted that minimal rationality; urban facts more and more self-referential, not only in the internal organization but also in the location rules have substituted a dust of buildings standing on the inherited infrastructures and the historical signs of the territory... Second, the great importance of qualitative elements and of the 'contest' in the building process, the significance of the 'environmental quality' of the surrounding, the clout of some symbolic dimensions of the landscape in the building improvement process and in the residential housing strategies, have made this building cycle more and more rapacious in private appropriation and the following destruction of any strip of qualified urban and rural landscape, or naturally inherited, of any common good produced in the time. Finally, it is necessary to observe that, much strongly than in the previous twenty years, the last twenty-year period have seen a deep

falling apart of the rural residual landscape adding up to this most relevant and spread building, that has conquered many rural spaces, both for the abandoning of marginal lands, and for the development of a kind of agriculture that, in its main components and out of welfare rhetoric, has broken any link with care of the land and natural balances, being unable to foresee a rural, or better post-rural environment, environmentally sustainable and landscape qualified. Which have the positions of urban culture been, in the face of these processes? The positions at the 'extremes' are quite clear and the most influent, and we have to start from here. At one end, in a minor position but clear and paradigmatic, a denouncing activity has been developed to criticize the transformations in progress (often deserving). Such an activity of both denouncing and counter-proposal is however vitiated by a terrible interpretative deficit and by a vision of government of the land that is not only not acceptable, but also usually disastrous. At the other end the mercantile 'drift', mainly of the professional practice that supports and goes along with these dynamics. On one hand great part of town planning has been characterized by an exclusive confrontation or better the pure support to the reasons of the building field operators and to whom was about to realize the new infrastructures; with the following progressive unacceptableness of anyone else's reasons in building plans and politics. On the other hand, the renounce to any specific activity producing technical features on single problems has come out; producing critical considerations about some political-administrative choices beyond the

evaluation of their appreciation; producing an overall view of all the decisions to make and their sometimes difficult consequences; producing an attention and care to common goods reproduction and in particular of landscape and environment values; producing not banal representations and images of possible futures that go beyond the 'commonsense', yet aiming at meeting the 'acceptance'. A drift that tends to eliminate any reference to the landscape, the environment and the territory by the town planning action.

The short-circuits of cultural landscapes preservation and politics

The second shore comes out from the spontaneous convergence of the traditional politics of cultural goods preservation and landscape, promoting the so called cultural landscapes and territorial marketing, and sometimes, as already said, with the developments of the 'new landscape painting'. The inherited landscape preservation politics, for a long time thwarted and considered less important by economy development dynamics and by a wild liberalism in the use of the land, and in any case made ineffective by the lack of any economic resources for the preservation and maintenance, at the early 80's began to obtain some important success in a framework of interests totally changed; that is when it meets not only the perfecting of a reformist culture and a new attention of the government to common goods, but also when it meets (accidentally) a new and more segmented residential and tourist demand. The preservation of historical centers, already distinguished and perimetrical, as well as the preservation of many high

quality agricultural landscapes so often certified as Unesco heritage, does not interweave with an hypothesis of both defense and deep change of production and/or living methods parallel to the dominant ones in the modernization processes, but is congruent with the most homologating and privatizing dynamics, more than the main path of Italian modernization. In this way the scenery is preserved, but its sense changes radically, forms fixity more easily hides the radical metamorphosis of those landscapes. The preservation of the nice inherited landscape is not expression of care any more, not only of the most known expressions of high quality culture, but also of the less important material culture of the weakest classes; it is no longer a possible 'hold' to imagine and pursue a different development hypothesis, richer with civic dimensions, moments of self-consciousness and able to think itself in plural and contextual forms. The inherited landscape preservation tends to become the preservation of a scenography of global tourism or new niches of cultural tourism and in other contexts of more and more qualified segments of residential market. Processes of characterization, hypostatization, stereotyping lead the rules of convertibility; reducing the landscape image in a postcard, modifies radically its shapes, sometimes exaggerating some peculiarities, some other times homogenizing and responding a new 'international' of the rural. The economics formalism of territorial marketing and of the new researches about consumptions makes the landscape its own and takes the place of a substantive and socio-anthropologic

approach, which in the 70's had, for a short period, reformulated the issues of preservation.

A landscape first preserved as the expression of particular ways of producing in a short time becomes consumable. The experience of this landscape both by producing residential inhabitants and seasonable consumers, beco mes poor in the sense that it is standardized and reduced. In this sense the results of preservation produce some involuntary convergence with the new landscape planning which, in the more urbanized and changing places, proposes a renewing action linked to property logics to attract qualified labor, less and less linked to a spread promotion of the urban collective space and a socio-spatial requalification.

Open questions and background issues for a reformist approach to the landscape politics

Between these two strong shores of preserved or new-born landscape-postcard and of building clusters-without landscape, I feel as uncertain and difficult the navigation of those who put the requalification of the whole territory ordinary landscape at the centre of their work. An idea of town and landscape quality, as a common good, as a coexistence space, more and more often collapses under either a quantitative increase that keeps destroying environment and landscape or an idea that sees in the 'landscape' a patrimony or even worse a deposit to exploit in the cycle of cultural consumption or as a component of the integrated offer of goods (residential and complementary spaces) for the new voluntary communities, according the perspectives of a new liberalism in the territory government and of a landscape building that has

forgotten the reformist experience of the European urban park.

The difficulties of this line of action are mainly external and contextual. They have to do with the economic and socio-political evolution of our country. Together with them, anyway, there are at least three internal limits: - the lack of a disenchanted consideration about the several reasons why the issue of the limitation of the land consumption and of the more committing landscape has to be courageously accepted by local government bodies, and the lack of a critical judgment about that monetary and mercantile adrift of producing town planning, as said.

- the centrality given to planning practice of the plan and the great projects. We do certainly need landscape plans and architecture projects 'sensible to the landscape' or '0-volume architectures'. Nevertheless it is impossible to give a decisive role to landscape planning, mainly where its rules come out from the field of preservation management and try to lead the requalification of ordinary landscapes. Not in a country without any rules and so discredited in its technical cultures such as Italy. On the other hand it is unlikely. It is not probable that in the present cycle of territorial changes there is a lot of space for an active politics of the landscape, that is linked to a strong traditional idea and a one of synthesis of architecture project. Generally speaking technical culture has to produce landscape projects that can be meant as strategist constructions and images that give pictures that make sense (legitimate more than shared). At the same time it has to experiment and order a plurality of tools of governance that can be practically and operatively used to implement those 'projects of landscape', to

produce actions starting from those images. Together with landscapes plans and architecture projects we must consider the role of a politics of communication of possible evolutive scenarios far from planning exercises, the potentials of landscape-environment compensation measures of building and infrastructural changes, or of presumable forms of programming-planning integrated on the model of urban or quarters contracts for particular issues. Likewise it is necessary to start a more radical consideration about rural politics and its actual integration with the landscape and urban one, together with a deep reorganization of local severity in order to intertwine the building changes processes and of production of open spaces and to stop land consumption. The presence of misunderstandings, created by the European convention about landscapes. Undoubtedly the horizon of the European convention about landscapes offers a lot of hints for a politics of requalification of ordinary landscapes and for a more conscious management of quality landscapes; moreover it has the merit of considering the landscape as a common wellness element. However it presents some aspects that may be misleading. First of all the reference to local inhabitants and identity dimensions may lead to an undervaluation of the complexity of contemporary relationships between population and territories. It may be more fertile to think the landscape as a possible space of living together, rather than an identity space, as a means and support of reference for those people who live together without sharing the same cultures and values, more than material and symbolical expression

organically cohesive to a local culture and society. Second, the risks of a banal interpretation of the landscape perception issue (while, maybe, a consideration about the plurality of looks is fertile only if it regains its political value and its ability to integrate with the daily dimension of living and with the common sense). In this difficult research of a land-in-between a reformist approach has to focus on three main questions. The sewing up of the links landscape-territory-environment avoiding an exaggerated adrift of the three concepts, and accepting the contemporary centrality of the environment issue, even without making truly its own an arguable expulsion of human being from the environmental issue (as it happens in a lot of contributions of ecology of the landscape). From the centrality of environmental issue comes a necessary question (in the preservation, management, landscape requalification), about the way to guarantee environmental sustainability to some rural landscapes, historical or new ones. In this sense it is important to underline the great distance, in our country, between a conservative policy and not much careful of the landscape ecological-environmental implications and a more recent but equally weak environmental policy, less conscious of the artificial character of Italian land, of the totally built and projected character of its environment. In a more committing form the necessary weavings should be those between a necessary policy of reinfrastructuring the territories of spread and dense urbanization and a necessary policy of rebuilding the few open spaces left within a landscape project, that works on the relation between the elements more than on the allembicing

drawing, and that is able to organize moments of silence and noise in a wide city, of isolation and connection, of speediness and slowness of density and openness to wider horizons. A weaving that is not guaranteed at all by the procedures of environmental evaluations and impacts mitigation, but only by a co-design of the crossed environment structures and by the effective co-financing of both the interventions; The reasons for the crisis of an ancient system of relations that has built the urban and rural territory in the material configuration and in its image. This means to question about how to guarantee a new urbanity and a new care of the expansively inhabited territory with an active policy of the environment. The first (Urbanity) is not automatically linked to the traditional urban scene (with its squares, with an average dimensions city...) that today is often a misleading simulacrum of urbanity, but neither naturally emerging in the new non-places/hyper-places geography (commercial centers, multiplexes, airports...) that only at certain rare conditions become the home for a new urbanity. Everything avoiding a formalist comparison on these issues, too often polarized on the nostalgic and past images, first of an eclectic post-modern, then of the new urbanism and a kind of new ruralism or on a banal praise, now of an outdated come out modernity, now of a more original image of the generic/genetic city, that if has the merit of melting some constitutive aspects, does not explore some contradictions of it (and it seems intentionally to renounce to every intentions of reforms of some of its more difficult aspects). The second (Care) has no longer preferential links with agriculture (that often

'consumes' and urbanizes the land, just like other activities) and with the traditional rural scene, and that on one hand needs a deep consideration about these activities (not impossible, given their level of support, but only marginally outlined by the timid and still charitable rural policy in Italian regions); on the other hand it may weave also with different forms of residentiality (and so even with a strong government in the estate field) and with other economic activities dynamics (not only tourist). Finally, between urbanity and care, the 'third landscape' underlines a landscape field relatively new for European culture probably destined to improve in time and whose level of distinction (from the economic cycle, from the anthropic world, from the more controlled steps of urbanity and care) has just been outlined. The renewal of those two indications coming from two 'classical' authors of Italian research on landscape. The first is the one by Emilio Sereni who invites us to avoid every hypostatization of the past forms, but also to radicate the work of any reforming project, in those forms inherited from the past, so often ignored in their density from a kind of new landscape a bit scenographic and relaxing. The second is that of Lucio Gambi who invites us, as experts of the territory, to rediscover the lesson 'of those men of the Enlightenment who were both scientists and politicians', that should make us consider about that 'politics of the job' that Manlio Rossi Doria, another follower of Cattaneo, put in the centre of his work, out from any technocratic and command vision of the land government, but also far from what it was and still is a placid adapting to - under the rhetoric of administrative feasibility or of the multi-

actorial governance - to the will of very few actors even more powerful and univocal of those of the past. The bet of a reformist approach to the landscape is then, maybe, this one: not to lose the political dimension of the landscape as a vision, as in Humboldt, but to develop this political tension far from the great narrations of the past century in the daily dimension of living, in that ordinary and daily landscape that still is living environment for all of us, 'opening to the world' and 'dumb contact with the things, when they have not been said yet'.

Dilemmas and divisions in the landscape culture. Disciplinary consequences

Pier Carlo Palermo

Do we live or do we contemplate landscape? Even if the dilemma comes from the Nineteenth Century, the question is today absolutely current. This is a radical alternative between two profoundly different ideas of landscape as shared living environment or as a distant picture, as in the conceptions of Goethe and Simmel. These ideas are not unchallenged, for example the living environment itself hints at a world with unitary and stable identity, granting a harmony among urban forms and genius loci, influencing coherent behaviours, or rather it hints at ongoing conditions, risking scattered transformations guided only by multiple and sometimes contrasting views. In this sense, we should recognize that there are two main families of interpreting landscape and that each family is divided into different perspectives. One can consider landscape as a set of unique places, or as the actual form of living conditions; one can select a shared view or an intertwined and confused sum of ordinary views. Can this variety of situations be governed by the same tools?

Tools uniformity

The opinion that these questions require an adequate mix of tools of intervention is not diffused. High quality places evidently need strict preservation, but ordinary landscapes ask for an effective reformist policy, generating specific actions of mitigation or renewal and guiding evolutionary and incremental processes. The search for a shared vision is not always possible without

contingent mediations, requiring social interaction. Despite the fact that different situations suggest different forms of intervention, the disciplinary culture and the public administration diffusely seem to believe that landscape planning is founded on regulative tools. It is evident that landscape planning was created in order to face preservation problems. The effectiveness is uncertain as it is for the urban planning tools which have been experimented in the last fifteen years in Italy. Prescription is typically clear, but the guideline functions are merely evocative, not properly influencing real-world processes. The question is: why can't we try to face the peculiarity of such issues and to search for the different tools needed for their governance?

This is not a problem of one specialized sector

The majority of the members of our discipline are still convinced that the master plans, once renovated, are the determinant tools in regulating and programming the evolutions of landscape, even if the prevalent part of transformations are decided by projects that are not always guided by plans, but rather legitimized in progress or ex post. The attention for the actual variety of governing tools, that influence the effective transformation of landscape, seems limited. The contamination between the architectural and the public policy cultures should bring this theme at the center of the experiments and reflections. The questions are: how the implementation of urban planning tools, of fiscal, economic, social and environmental tools work and interact in critical local contexts? How this variety can be balanced and mixed to solve complex problems of urban and rural transformation? The

aspiration to create a single and coherent framework for the variety of visions, guidelines, laws, actions and interactions having significant implications for landscape is improbable. Landscape cannot be considered as a specialized theme for public action, separated from other relevant policies. The challenge is to recognize the landscape's dimension in a number of public policies and social practices and to intervene in their interpretation and implementation.

Fields of interaction

A crucial step is to interpret and to translate into public action the cultural divisions expressed in the introduction. The interest for such position is legitimate but limited, e.g. the art of landscaping gardens according the client's will or the author's models, or the ephemeral landscape design for its own sake. I am convinced that only the cultural interpretation of landscape can open up innovative perspectives, but this hypothesis does not imply an univocal way to do so. A cultural approach to the landscape is referred not only to the necessary circular links between visible forms and processes, interventions and local meanings, but it allows different views to coexist in the same frame. In this sense, the project is not formalism, but it enables the exploration and selection of the possibilities inscribed in a local context.

Ongoing experiments

I have been studying with interest Alberto Clementi's researches and experiments, which are potentially innovative and definitely not conformist, exploring the European landscape convention and moving from traditional and authoritative models toward multilevel design and policymaking. Every land is landscape and

its continuous evolution is to be governed through the adequate instruments. Landscape policies will obviously be more effective if mobilizing and including institutions and social actors. The difficulties of integrating and coordinating landscape policies with land-use, economic and environmental policies are critical. Common sense and the institutionalized view are typically assumed as reference for interpreting different actors' interests on landscape, avoiding to solve the conflicts underlying contrasting views. Probably the current questions posed by the public administration are ordinary, but it is left to the disciplines' responsibility to orientate those questions toward more innovative challenges.

The Municipal structural plan (Psc) of Reggio Emilia and the challenges of a new citizenship*Graziano Delrio*

We know very well that the city has always been a laboratory of social research and production, in which, especially today, the Europe of cities is being constructed, of which Reggio Emilia wishes to form part.

We are aware that the excellencies preserved by Reggio, and first and foremost those pinpointed by the Psc, are strong with their convictions and their well-entrenched, widespread experience.

The ever more 'liquid' borderline between shared identity and personal insecurity, between community cohesion and social and urban dispersion, is in need of a sort of 'strabismal' programming, able to place the city in broad-ranging perspectives, distant in time, simultaneously giving answers in the short term.

In the scenario of the Psc, the standpoint from which to start is the look that every person gives at the places in their everyday aspect.

The demand to which we are required to find an answer is that of enhancing the quality of life of the persons and of the places where they live. In outlining the future we continue to indicate not the rush towards private spaces, but the centrality of public spaces, as an answer to the feeling of uprootedness of one's own identity.

Such is the material of the Psc, when contending with the Plan of services for increased social cohesion, or with the Mobility plan, which deals with sustainable mobility. When we speak about productive 'Poles' or centres, or Poles of excellence, we are speaking about places where it is possible to work and produce while respecting

the environment.

This idea of a supportive, open city, dedicated to persons, rests on solid foundations (the ancient polis) in which every person and every space is entitled to citizenship when they are the object of mutual care and responsibility. We want to be inspired by this style of citizenship for the Psc that is designing our future Reggio.

For a city of person

Ugo Ferrari

After the positive closure of Planning conference of 23 april 2008, the Municipal structural plan (Psc) is taking on its final form to be adopted in the next few months.

The Psc is centred on new forms of participation and of widespread assumption of responsibility. The Urban mobility plan, the Strategic plan for the historic centre, the environmental and green plans, the Zonal social plans and the Services plan are some of the examples in this sense.

A project for sustainability, innovation and social cohesion

The Structural plan, spanning 15 years, proposes an idea of the city, a future project based on five policies: Reggio, city of environmental sustainability; Reggio, city of social capital; Reggio, city of knowledge and innovation; Reggio, a public city; and Reggio, a European city. The new Plan indicates three project lines: City of new meanings; City of meanings to be rediscovered; and City of meanings to be regenerated.

Based on this idea of the city, the Psc is divided into six strategies, in their turn subdivided into fifteen actions:

- the city does not expand, it becomes transformed;
- the city is transformed and renewed;
- the city is upgraded;
- the city is modernized;
- the public city is reinforced; beyond the city ... the territory recognizes and develops its resources. I will just mention a few aspects:

Reggio in the regional and European context.

What interests us is understanding the role that the cities and territories of Parma, Modena and Reggio intend to exercise: a city-

system, a coalition of cities and territories that will increasingly constitute a European logistics platform.

Environmental sustainability cultural choice of the plan

The Psc sets coherent choices with the option of sustainability as an opportunity of investment in quality, research, new products, new professional skills and talents.

New places of production; it is necessary to limit the trend recorded in the last few decades towards urban dispersion, both in agricultural areas and for productive activities.

New future-generating centres

In Reggio the centres of excellence and the network linking them to the rest of the territory are engines of development, placing them in relation to the vast area. The centres are characterized by their high architectural and environmental quality, by their strong functional overtones, historicized or wholly open to what is new, in which what is public often dialogues and interacts with what is private. Just a few of these are: the system of the Estensi ducal villas and of the Crostolo river park, the University campus of San Lazzaro, the former Reggiane workshops area, and the historic town; and the north area.

From the districts and the villas to the city design: the Services plan

The Services plan addresses some decisive questions such as the identity of the places, the level of social well-being, the effectiveness and accessibility of the public and private services; it conducts analyses, makes interpretations and formulates proposals for each of the 57 sectors into which the municipal territory has been sub-divided. Understanding how the citizens conceive their own

context of life, the social and population problems that have arisen, the networks of relations, the identities and the central aspects to be strengthened or reconstructed, the endowment of services and infrastructures to be developed or qualified; such are the ambitious, innovative objectives of the Services plan.

The stages of the process

Maria Sergio

In the last 15 years some considerable changes have taken place in Reggio Emilia, of economic type (positive quantitative indicators with regard to new enterprises, the Gdp, the employment rate, new jobs, an increase in the active population employed, etc.) and of social type (population growth, in particular of non-Community persons), which, together with the downturn in resources, have caused an imbalance between the 'private' and the 'public' city. A start has now been made on defining an overall, structural and strategic project, with the approval of the town-planning instruments introduced by Regional law 20/2000, in a process that should reconcile the strategic aspects with structural ones, in a dialogue with the community.

The municipal administration has already come up with the first partial solutions:

- Ppa 2006-2010 for a better quantitative and qualitative alignment between the implementation of the 'public' and the 'private' city;
- updating the current Building regulations;
- 'Ecoabita', a public-private project aimed at reducing energy consumption and CO2 emissions in building;
- a variant to the Masterplan for 'safeguarding the heritage of historical buildings and of buildings in extra-urban territory';
- a reference, for new places of production, to the ecologically equipped areas;
- establishing the environmental balance for detailed plans;
- approval of the large quality districts;
- widespread upgrading of the existing city;
- Services Plan, etc.

Sector policies

There are many sectoral

plans (the Mobility plan, the Plan for the historic centre, the Green plan, the Housing project, the Zonal social plans, etc.) which have enabled some of the themes of the plan to be anticipated and the objectives of the government programme to be pursued immediately.

The preliminary phases of analysis-participation

The Psc (Municipal structural plan) has to consider two reference perspectives that vie against each other: looking towards the future, but also being based in the present. Hence, a survey of the city, aimed at knowing and interpreting the ongoing phenomena and dynamics.

15+1 participation workshops or laboratories have studied in depth the strategic themes for the Psc through a case study:

- Lab 1 - The 'poles' of excellence;
- Lab 2 - Places of production;
- Lab 3 - The landscape system;
- Lab 4 - Upgrading works;
- Lab 5 - The welfare system;
- Lab 6 - Vast-area policies.

More than 20 interviews were held with privileged witnesses able to enrich, with their personal experience and their visions of the city, the framework of analysis, the strategies and the objectives to be pursued.

The planning conference

The planning conference provided the opportunity to take stock of the capacity of confrontation with the community, and was thus not a point of arrival, but rather the continuation of the listening process that will accompany the Psc in its institutional procedure of adoption and approval.

The proceedings covered 11 sessions, 5 plenary and 6 thematic, between October 2007 and April 2008 involving more than 300

guests.

The preliminary documents approved by the City council with its resolution of 23 October 2007 were agreed with, in particular the objectives and the strategic choices.

The reformist strategy of Reggio Emilia

Giuseppe Campos Venuti

There are certainly very few Italian municipalities that, as Reggio Emilia, have chosen to give themselves as many as five town plans since the end of the last World war. Plans approved and duly carried out, except the last one, now being adopted; some of them perhaps debatable, but all based on the conviction that the territory to be governed, the town, has to fix rules and has to respect them. The first post-war plan, adopted in 1953, is definitely the least successful one; and as all plans at that time it fully felt the burden of the cultural backwardness of Italian town planning in that period. Moreover the dimension of the plan was wrong, assuming that Reggio 'had to' reach at least 300,000 inhabitants. It was then not yet understood that many building areas foreseen by the plan did not create competition, lowering market prices, but served only to multiply the land rent.

The town-planning deregulation of the Eighties in some way affected also Reggio, which in 1984 adopted a new Master plan less concerned about the clash with land rent. Writing about it in 'Urbanistica' (no. 76-77), Roberto Gambino defined it euphemistically as a 'consensual plan', recalling that until then a plan adopted unanimously 'would have aroused suspicions and diffidence'. Private destinations again started growing, with the widespread diffusion of tertiary destinations, but offsetting this there was a parallel increase also of forecasts of green areas and public services. In the Nineties the reformist urge affected the whole of Italian town planning. And Reggio Emilia became the centre of the first innovative

experiments, as its specific requirements fully coincided with the reformist movement. Thus, while Inu finalized the 'principles and rules' of the reform (1995), the Municipality of Reggio Emilia prepared a preliminary draft of the Master plan which suggested the new 'ecological' strategy required by the town, and also the new model of implementation, intended to substitute expropriation, by then inapplicable because of the high costs involved, with 'town planning equalization'.

The brand new implementation mechanism needed time to be understood and accepted, which meant that the Master plan was not adopted until 1999. The private building forecasts were reduced, transforming a large part of the diffuse tertiary and reducing building densities. Accompanying this was the systematic application of town planning equalization, with the free granting for public uses of at least 40% of the area in all sectors of implementation, and 60% of the areas earmarked in the old plan as public services, against modest forecasts of new building.

The 1999 Master plan, which strongly contributed towards developing the strategy of town planning equalization of Law 20/2000, was to be the last one approved by the Region (2001) when the reform had already been approved. It is understandable that the municipality of Reggio, not wanting to adapt just formally the plan to the new law, postponed the drawing up of a completely new plan. Meanwhile however the very rapid increase in immigrants, generally well inserted in the local productive and social fabric, and the good productive trend of the industrial system, inevitably led to new presences on the market and stimulated a great upswing in building

production, with record growth rates. And the market responded by exploiting in an exasperated manner the legislative possibilities of building in the 'porous' spaces of the urban fabric. Perhaps to offer an alternative to this negative choice of the market, the municipality adopted an over-dimensioned Ppa, which produced a quantity of detailed plans greater than the normal trend of implementing the Master plan. And it was then that the municipality decided to start the Structural plan as per Regional law 20/2000.

The reformist plan model

It would be an exaggeration to describe the strategy of Reggio Emilia's Psc without recalling the extraordinary diversity of the new plan model, compared with the plans that, also in Reggio, had been used for half a century, and the drawbacks of the old discipline, by then unbearable, and the simple but radical changes introduced by the reformist regional laws for Reggio by Regional law 20/2000.

Which changes, I repeat, the last plan of Reggio drawn up on the basis of the old law had contributed to bring about. But even so the 1999 Master plan had a basic defect, namely that of being a prescriptive type of general plan, i.e. one that as soon as it was approved, caused private rights and public duties, treated in an extraordinarily unequal fashion, to leap ahead. Private building rights, in fact, had no deadlines and were attributed - precisely by the municipality, with the Master plan - in exchange for frankly inadequate payments.

The programmatic character of the new Psc, intended to cover the medium term of 15 years, transformed the approach to the private city no less than to the public city: private rights are expressed guidelines and thus their dimensioning is

not cogent but just a strategic choice of the town planning operation. And this is not expressed in quantity of building areas, but as 'urban load' the total of which may not be exceeded, and which later reappeared in the 'Valsat', an instrument of self-control inserted in the plan by the law in lieu of the Eia (Environmental impact assessment), a typical instrument of verification a posteriori, and therefore of dubious practicability and validity. In fact, the respecting of the guidelines of the Psc, also for private building rights, was assigned to subsequent Pocs (Operative plans), whose (prescriptive) dimensioning could not exceed the overall sustainable urban load. At least not until a new Psc, if it so wished, might change the guidelines of the previous one.

The innovation of the Operative plan

The right of prescription, eliminated from the general plan, except for cultural and environmental assets, is attributed to the Poc, whose forecasts are made for five years and lapse if in that time they are not translated into executive instruments, i.e. into Urban implementation plans (Pua), which can take the form of real 'urban projects'. Thus a conception that on the one hand imagines a medium-term programme, but on the other hand foresees its execution in successive phases; and the Poc was to allow contractors to accept, among the indications suggested by the Psc, those that they consider they are able to design and carry out within five years. For the choices of the future Pocs, the Psc of Reggio Emilia offered sites, not defined in advance within urban confines, as well as town-planning and environmental parameters that were to condition the characteristics of the measures.

Choice of the measures to be included in the Psc could in fact stem from municipal indications, respecting the parameters foreseen for the typology of the measures. But the municipality could consider various territorial sectors of equivalent value, in which case choice would be made among these on the basis of a competition among those able to offer to improve the planning and environmental parameters already fixed.

The implementation of the Psc, assigned to the Poc, is thus totally different from that of the Ppa, which in practice limited itself to selecting the areas of the Master plan authorized to formulate a plan of implementation, with no obligation to present it - as in the case of Reggio Emilia - to be able to take advantage of the norms of the current Master plan. Instead, the Poc was to be the outcome of a real agreement between municipality and owners, to carry out the transformations in the priority areas, or of a competition to select, among areas of equal town-planning interest, the one for which the private operator could offer the best proposal to increase the pre-established planning and environmental parameters. Town planning equalization, in any case, was to enable the Poc to produce the entire public city of quality, alongside the private city.

Regional reform added a third town planning instrument to the Psc and the Poc, intended to govern the part of the existing town where the Psc did not foresee any radical transformations. Unfortunately this instrument has been defined as Urban building regulation (Rue), in that way placing the emphasis on the normative aspect, for the large part of the town due for maintenance of minor transformations. It must

however be made quite clear that, at least in Reggio's case, the Rue - of which the Psc programmes only the guidelines - is conceived as a real management plan for existing assets, both urban and extra-urban, as well as looking after the 'acquired rights', i.e. the already approved forecasts of the Pua. And the general strategy is to refuse systematically any increase in the urban loads of the existing town, and always privileging the improvement of environmental quality.

The law of the three E's

The defects of the old plan, making the obsolete law of 1942 unusable, are therefore to a large extent avoided with the new reformist laws and especially that of Reggio Emilia. The private city is programmed and flexible, but its times and parameters of implementation are fixed a priori, finally offering reasonable contributions to the community, in exchange for the building rights assigned by the plan. The public city is for its part guaranteed entirely, at the expense of the private city, which obtains direct benefits from it. Urban revenue, contested at the time of the urban expansion under the unsuccessful reform, is again addressed with a regional reform, adequate to the new generation of urban transformations. Urban revenue has been contested by the classical economic outlook of Anglo-Saxon liberals, represented in Italy by Sylos Labini, Fuà, Saraceno and Andreatta, who defined urban revenue as 'an economic factor extraneous to production, which in an orderly economy is not permitted'. A view that has always guided Inu, up to the proposed reform of 1995. And I am pleased to recall how this proposal was welcomed by Nino Andreatta: "A good reform, which I hope will be

approved. It will be the law of the 3 E's: Ethics, Equity and Efficiency". To this day I cannot find a better definition.

The reformist strategy of the Psc

I believe it was worthwhile dwelling on the new planning model, as the strategy chosen for the Psc of Reggio Emilia would not have been possible without this model. The objective of transforming the city, pinpointing the most significant places most suitable for this transformation, by this stimulating private enterprise and committing the albeit scanty municipal finances, is without doubt today the most frequent objective in European cities, which always have to rely on private and public readiness to strive for this objective, with all the expected and understandable difficulties involved. In Italy's case, however, quite apart from such difficulties, there was another unsurmountable one, as pursuing these aims with a rigid, prescriptive planning model, derived from the law of 1942, was assuredly an impossibility. The new planning model has certainly not cancelled out the private property regime, but it can largely reduce its negative effects, due largely to the old planning model, which had come down to safeguarding only the interests of revenue. And at Reggio Emilia it enabled a strategy for the Psc to be chosen aimed at gradually transforming the present town, selecting the parts most in need of transformation, with new qualifying presences. Such is the programme of the Psc of Reggio, which will endeavour to mature in time the transformations gradually assigned to successive Pocs. Knowing that in time the programme may undergo adjustments, to be formulated even with

a new Psc, but without changing the totally new strategy, for Reggio Emilia and for Italian town planning this is a plan that proposes essentially the transformation and the improvement of the existing city.

Frankly it must be admitted that the courageous town planning choice of the Psc does not automatically guarantee that the programme will become reality. It will be up to the ensuing Pocs to materially carry out the programme. And for this to happen, the municipality must have the force to overcome whatever difficulties may occur to block the carrying out of this policy, and the operators must have the intelligence to link their own interests with those of the city - which, after all, in the long run, are also the interests of their economic prospects - succeeding in creating value in the urban transformations: more industrial profits than urban revenues. The Psc has endeavoured to formulate upgrading proposals, without forgetting that these will be carried out by private operators, who must themselves obtain an advantage from them.

A normalized trend for building production

The other courageous strategic choice of the Psc of Reggio regards the dimension of the guidelines. Already the new plan model has downgraded the dimensioning of the old prescriptive Master plan. The dimensional guidelines no longer appear as the sum of building rights assigned a priori to the areas for private measures, but just as an overall urban load not to be exceeded in the next 15 years. On the basis of these elements the Town council has made a courageous choice, programming with the Psc a guideline for housing production that will bring it back to a normal

trend, thus explicitly toning down recent trends which, were they to continue, could have general effects for the town that would not be positive.

Planning sustainability

The term 'sustainability', as the word 'reformist', are undoubtedly abused, and almost always used out of place, but with regard to planning, I think the first one is more abused than the second. Also because urban and territorial planning can certainly contribute to wards environmental sustainability, but only within the precise limit of its disciplinary competences. It would be an enormous advantage if the oil companies were to refine their petrol better, thereby reducing the percentage of CO₂ emitted by cars. An urban plan cannot do this, but it can make all housing projects plant a good number of trees, which absorb a considerable part of the CO₂ produced by the cars running on not properly refined petrol. The sustainability pursued by the Psc of Reggio falls rigorously within the category of objectives of ecological interest. Starting with the sensational aim of obtaining in all the areas of intervention, with the sole exception of the productive zones, a soil permeability rate of 70% of the transformation areas. This is particularly significant, remembering that 2/3 of the measures programmed regard already built urban areas, where grass and trees will be taking over from concrete and asphalt. And as 5 trees are prescribed for each housing unit, after 10 years these trees will be able to absorb much more than the CO₂ produced on the urban roads by the cars parked near the housing unit. The large quantity of tree-lined grassed areas, public and private, will in any case make a great contribution towards the quality of the air

and the climate in the town, as well as reducing noise pollution and helping the aquifers to be recharged. The trees planted for 12,000 new houses, plus those to be planted by the municipality in the parks and service areas, will number 100,000 in 15 years, i.e. more than 600 acres of woodland. And while on the one hand the high percentage of urban upgrading will certainly avoid the consumption of fresh land, this policy, really sustainable, will substitute urban soil used badly - because almost all impermeabilized - with urban soil used very well, as its high permeability and the tree planting will have a far higher environmental value than farmland. Environmental sustainability could bring about a real revolution in the energy/building sector, in which the municipality of Reggio Emilia is already in the forefront in Italy, second only to Bolzano. In the new constructions, the combined effect of the new national law and of Reggio's 'Ecoabita' project should enable energy consumption to be reduced by 60%, and the emissions of CO₂ to be reduced by 46%.

Mobility and financial uncertainty

Mobility is the decisive factor for environmental sustainability and at first sight should be totally conditioned by the plan choices. However, these choices can only be implemented with financing which is beyond municipal possibilities. But a national policy that selects choices and financing for the infrastructures of urban and territorial mobility, has never existed in Italy. The municipality of Reggio has done well, however, over the years to keep the three railways under concession (to Cavriago, Sassuolo and Bagnolo). These lines can thus be reused for a metropolitan

railway service or for a modern tram line.

In conclusion, the Psc of Reggio may be called 'a wholly new plan'. Having contributed towards transforming the plan model, improving its strategy, has been my commitment in the last 15 years. And helping to try out the first results thereof with this Psc has been a pleasure and fortune, for which I am truly grateful. I trust and hope that in 10 years' time those with the task of verifying the results may be able to give a basically positive assessment.

A revolution in drawing up the plan

Giuseppe Campos Venuti

If the reformist model of the plan has enabled strategies to be formulated that were impossible earlier, it was inevitable that the drawing up of the plan should be likewise innovative, if only to express also graphically the diversity of the operations proposed by the PSC. Traditional mapping references could not be used, while the choices made should be shown clearly although without quantifying graphically the areas concerned. Only in the operative plan (POC) are the boundaries again indispensable, formalizing rights and duties stemming from the operation.

The PSC of Reggio has identified nine "poles" of excellence which constitute the main choices of the plan. For these it has identified a number of "fabrics", generally already built up, that will have to be involved, without codifying them a priori, considering it possible (and perhaps certain) that they will not be activated right away.

The graphic expression chosen for this operative model indicates each pole with a circle, clearly showing a precise point of interest of the plan; a straight rod with hazy edges suggests the fabrics surrounding the main road; an ellipse, also with hazy outlines, encloses the whole area to be upgraded; and green triangles - again with hazy edges - show the "agricultural wedges" policy preserved by the plan to guarantee the penetration of the town by the countryside. This first plate of the PSC, entitled "Objectives, strategies and actions of the plan", is framed by a written and figured description of the proposed objectives, strategies and actions.

The next two plates are graphically less original, one regarding the "poles of

excellence" and the major upgrading measures, and the other one the programmed sectors of intervention.

The remaining cartographic elements of the PSC are far more traditional in their formulation, although they contribute towards a broadly innovative operating construction.

In conclusion, regarding also its cartographic aspect, the PSC of Reggio Emilia constitutes a real revolution, compared with the plans of the past.

A new instrument for new policies

Rudi Fallaci

A city that has experienced development stress

The city of Reggio has in the last few years been through a process of demographic growth due to immigration of exceptional dimensions, underpinned by a mixture of favourable economic trends that have meant a constant demand for labour by the firms, by the high quality and capacity of the local welfare system, and by a housing situation by and large still positive. In the period 2001-2005, the foreign population doubled, and now represents 10.4%: absolutely one of the highest values in Italy. All this is regarded by the community as a phase of radical, swift change, which generates immediate upsets, with respect to benefits (large new urban parks, greater accessibility) that are not yet visible and available.

The need for a fresh equilibrium

Should the current trends continue, the population would go on increasing, with 30,000 more inhabitants in the next 15 years, and one-quarter of these would be foreigners; between 30% and 40% of the 18,000 new families might not find accommodation at costs compatible with their economic capacity. Viable reasons, of an environmental, social and also economic type, are emerging to promote actions aimed at slowing down the rate of demographic expansion and at the same time rebalancing the growth of the 'public city' with that of the 'private city'. Hence the political assumption of a number of strategic lines, of certain passwords to guide a priori town planning choices: the city must not go on

expanding, but must be transformed and renewed. The town planning instrument cannot, by itself, act directly on demographic and social phenomena. It can however make a contribution, a partial but an important one; it is assigned the task of contributing towards some demanding objectives:

- slowing down the rate of housing development,
- providing the resources for a lasting and more effective housing policy,
- guaranteeing the maximum environmental quality of settlements to be established;
- contributing towards economic competitiveness with a quality urban landscape and a proper balance with natural and environmental resources.

In consequence, Reggio's municipal administration has assumed the policy aim of making the most of what already exists by means of transformation and upgrading actions and at the same time by keeping the spread of the city more or less within the limits already drawn up.

'Poles' of excellence

From the standpoint of urban design, the backbone of the Psc (Municipal structural plan) is constituted by its 'network of poles of excellence'. This is the name given to those places of quality which represent the most interesting and concrete opportunities to be taken as the basis for building the future of Reggio.

The 'poles of excellence' that have been identified are the Historic centre, the system of the Ducal Villas, the San Lazzaro university centre, the former Reggiane Workshops, the pole of leisure pursuits and services around the Giglio Stadium, the cultural and working centre in which are grouped a series of executive and cultural activities, and lastly two new city 'gateways': the new railway station for High

speed trains, and the new motorway tollgate with the viaducts designed by Calatrava.

Upgrading

The Psc identifies a number of large sectors, in addition to those already foreseen some years ago in the Master plan, in which to programme a substantial upgrading through the Poc, in order to recover deteriorated urban identities or to construct new ones. Among others, there are three operations to be evidenced for their strategic value and for the duration and complexity of the process to be started up.

- 1) The historic axis of the Via Emilia (Emilian Way), the matrix of urban development.
- 2) The vast abandoned area of the former Reggiane Workshops (26 hectares) which represents the fulcrum of a larger portion of the city earmarked in the Psc for upgrading; this has a total area of 120 hectares, extending along both sides of the central railway station.
- 3) The Mancasale production area, the largest one in the city, set up over a period of many years, which is today in an unsatisfactory state from the standpoint of the services for the firms and for the workers.

Social housing

Under this heading the objective is to allocate at least 20% of the entire new production of houses in the areas of transformation to social housing.

Services plan: the experience of the municipality of Reggio Emilia

Maria Sergio

Planning the system of services, no longer focused on quantity but on quality, must be regarded as "an element integrated with the planning process which, together with the other elements (the environment, housing quality and mobility), guides the contents of the town-planning policies of the various homogeneous territorial sectors towards improving the existing critical factors and not creating new risks".

The central idea behind the Services plan is that the future of the city depends on its capacity to offer urban vitality. The provision of services becomes basic for the constitution of links, relations and opportunities, to identify centres of social life, places constituting the very identity of persons. In such a complex social reality as ours, it is in the local dimension of the district that the opportunity to create a real sense of community can mainly be grasped.

The challenge was to draw up a plan able to interpret phenomena and cause critical elements and needs to emerge in terms of overall quality, and then to develop objectives and strategies, based on present potentials and opportunities.

The Services plan can be a reference for measuring the environmental and social sustainability of planning strategies and actions: the transformations of the Poc (Municipal operating plan) and the strategies of the Rue (Town planning building regulations) can be assessed in terms of benefits induced on the surrounding fabric and of the quality seen and hoped-for in the districts.

Method of work and participation

Traditional analysis focuses on demographic, social and economic macro-phenomena, at municipal or even larger scale. The Services plan proposes a closer look at places in the city: the historic centre and the districts, to assess their inner dynamics, their peculiarities and their opportunities.

In order to pinpoint shortcomings, needs and potentials, the territory was subdivided into 57 sectors, with recognizable historical, morphological and functional elements.

The first study phase was subdivided into an analysis of the actual state and an interpretation of the places. The reference context was first examined, analyzing for each neighbourhood the evolution of the population composition between 1997 and 2005 and the transformations of the territory. Next came an audit of the services, followed by a summary thematic analysis broken down into six categories: educational services, public sports facilities, and so on.

The design of the system of services becomes the making of the framework on which to upgrade the city, to find a new coherence among the elements of the urban structure and to articulate the city in parts, without losing a sense of the whole.

The project included both generalized and detailed measures, aimed at resolving both widespread situations or specific problems.

Recurrent themes, for instance, were upgrading the roads in the districts backed by the *Via Emilia* and the restoring of the services of difficult access and poorly connected.

Moreover, analysis of the presence or absence of services led to the identification of areas for the construction of collective equipment, outlining a new

urban layout responding to the real and future settlement situation.

Town planning equalization

Giuseppe Campos Venuti

Basically town planning equalization is the obvious choice. In fact we had already invented it in 1961, with the standard regulations of the Master plan of the Bologna Inter-municipal Plan, which states (in Art. 27) "50% of the areas of the various expansion districts ... must be assigned to areas of public use for roads, car parks, public and social amenities, green areas, subsidized building, etc.". These regulations were first rejected and then readopted, after which the 'Sullo Reform' began to be applied in Emilia Romagna, and was eventually applied voluntarily by the municipalities; regarding both public and private expansion, it offered more interesting prospects and was at the moment preferred.

Recourse to diffuse expropriation, in the minority of municipalities using it, guaranteed effective implementation of the public city, but only while the prices of urban areas remained at reasonable levels. But prices rose in the '80s, and this brought the forgotten town planning equalization back into the limelight and in the 1994 Master plan of Reggio Emilia its widespread use was proposed; in the 1999 Master plan it guaranteed the free acquisition through equalization of the public city foreseen by the plan. I prefer to call the operation 'equalizing compensation'. Compensation, because I consider the free transfer of the whole quota of the public city relating to every measure a compensation due to the community, which in exchange attributes private building rights to land ownership. And equalizing because the free granting of areas, and compensation in building

rights, must be guaranteed with equal criteria for all the areas belonging to the same town planning-legal categories.

In the case of the new Psc of Reggio the minimum quota of free transfer for building areas for housing and tertiary purposes may not be less than 50% of the total area (in the 1999 Master plan it was not less than 40%), and it increases to 80%, where the new building value to be offset is lower.

The best known of the recent innovations applicable more widely to the reformist regional laws, is that relating to 'social housing', considered equivalent to the standards in the 1968 decree. An innovation that will allow an extraordinary change for low-cost and public housing, and perhaps a new national policy.

In the new 'social housing', by zeroing the cost of the site, the final cost will be reduced roughly by one-third, for buildings financed by the community.

The application of town planning equalization, used more and more often, is casting light also on a basic problem: that of substituting for the tax on the first house a tax on urban land rent, that is on building areas.

Town planning equalization has thus opened a new problem in public-private relations, the regulation of which is the keystone of town planning today.

Rue', the crucial instrument for urban quality

Rudi Fallaci

The town-planning instruments of Emilia-Romagna are the Rue (Urban planning building regulations), which controls building measures in all parts of the territory, even where transformation is planned, and the Poc (Municipal operative plan), which, if need be, may also deal with historical or consolidated sectors or the rural territory.

The regional town-planning law of Emilia-Romagna, in introducing the three new instruments to replace the Prg (Master plan), recommends that this should take place 'through the simultaneous drawing up of the Psc (Municipal structural plan), the Rue and the Poc', but in practice there will be a certain time gap between the actual adoption and then the approval of each of these three parts of the new plan. The most critical aspects regard, in various ways, both the consolidated urban fabric and agricultural territory. In the former, free sites that are all too large have been left exempt from the obligation of action planning. It is therefore intended to reduce the building indices of the areas still free, and to subject the larger ones to the obligation of a unitary project foreseeing the granting of adequate public spaces. But the most complex problem regards old-established built areas, in which many buildings are old and inadequate from the standpoint of their structure (safety against earthquakes) and their performance standards (energy consumption); hence what should be favoured is their demolition and reconstruction with minor increases in volume, to obtain modern buildings with highly efficient energy

standards.

Also for rural areas, the Rue will mark a turning point.

The widespread rehabilitation and reuse of many former agricultural buildings as residences and for other urban functions today constitutes the most substantial ongoing transformation process in rural territory, giving rise to the major risks of deterioration.

The new discipline, which must involve all those involved with the transformation of the landscape, will have to control rehabilitation measures on buildings in a more stringent and effective way.

Logically and at the same time out of necessity, Rue today fulfils the role of the second, fundamental item in the new planning, to be launched simultaneously with the first one.

Environment and ecological network

Maria Sergio, Elisa Iori

The analyses conducted for the fact-finding *Quadro of the Psc* (Municipal structural plan), and assessed by the environmental sustainability report, evidence in several points the need to seek a balanced ratio between environmental resources and their renewal. There is a general perception that the limit of environmental sustainability is being overstepped in favour of lifestyles based on great consumption, which reduce the capacity of natural resources to regenerate themselves.

The settlement dispersion that has characterized Reggio weighs considerably both on the functionality of its sanitary and hygienic infrastructures, and on those - perhaps even more important - of the basic components of the physical integrity and on the cultural identity of the places.

The mechanisms of protecting and safeguarding the natural-environmental assets must today become the prime references of the rhythms and ways of transforming the territory. The complexity of the environment and of the ecological function of the Psc has been addressed with an in-depth study of the various themes concerned, in order to identify the resources of the municipal territory to be developed, safeguarded and systematized, through project proposals and targeted actions for the landscape, the rural zones and the urban area.

The municipal territory is however characterized by a natural and environmental system with various not minor conflicts, numerous resources to be safeguarded and potentials to be developed in ecological and landscape terms.

The Rodano-Acque Chiare

system and other minor ones constitute the most qualified opportunity for direct contact and integration between the urban ecosystem and that of the natural and semi-natural values. The main component of this system is the extensive surface hydrographic system, formed by the Crostolo, the Modolena, the Rodano and their tributaries, and by the far-reaching network of drainage canals in the agricultural territory of Reggio.

The river bank, woodland and bush vegetation is today almost the only form of spontaneous vegetation to be found in a territory extensively dominated by urban and agricultural uses, which makes the role played by the drainage network all the more precious.

The systemic integration of varied resources of naturalistic interest, in an urban and extra-urban context, is the basic guideline of the new town planning instruments, and naturally the 'Green plan'. In this direction, and also in keeping with provincial policy, the objective becomes that of establishing an extended 'ecological network', to improve the overall environmental quality. A network to be opened wherever possible, in the appropriate forms, including cycle paths and pedestrian ways.

In conclusion, the proposed ecological network and the safeguarding of the environmental system form a substantial part of the broader planning project.

A new planning hope

Oriol Bohigas

It is undeniable that the increase in sub-urbanization and the degradation of the peripheries, typical of the majority of Spanish and Italian towns, for which urban planning is most subject to bureaucratic constraints of dubious legitimacy, is closely correlated to the obligation to adopt or approve general master plans or equivalent planning models. These plans, applied in the local or provincial sector, are in fact responsible for the loss of the urban connotation of cities, in view of the counter-productive effect produced by their structure and their implementation, and the acceleration which - with rare exceptions - they have imposed on the processes of deurbanization and territorial disorder. In consideration of these failures, it is essential to subject the planning instruments used to careful scrutiny.

It is not incorrect to identify just three elements as the only instruments through which a master plan is able to determine the fate of a fragment of a city, i.e. zoning, the road network, drawn up as a function of autonomous premises, and the unexpected formal consequences that the application of the plan involves in both the public and the private sphere. While the aim pursued is designing and building towns and districts in keeping with the great European urban tradition, it is clear that the adoption of these three instruments must necessarily have disastrous consequences. To obviate this proven inapplicability, the two solutions most sought after are, as a rule, deregulation of the territory - which we exclude - and the substitution of the master plan by a series of urban projects, a solution that

presents a plausible scenario, although it contains drawbacks of a space-time character. While an exemplary method in defining the construction of new districts or the reconstruction of a small urban settlement, drawing up a system based on single urban projects is clearly impossible to implement in a more extensive territory or for longer-term projects. In the light of these uncertainties, it has been preferred to go on approving master plans, with negative or at least useless results that have not been worth the considerable efforts made. However, the new legislative context introduced in a number of Italian regions, manifest in the adoption of the new Structural plan of Reggio Emilia - the first one, as far as I know, of any importance - which, under the guidance of Giuseppe Campos Venuti, indeed opens up new expectations, seems to have taken the new strategies into account. Apart from acting as a model for future plans, the Structural plan of Reggio Emilia can be a testing ground for confirming or modifying regional laws, which, in the long run, will be the real promoters of legislative change also at national level. And this not only in Italy, but also in such countries as Spain, the victim in the past of analogous errors and uncertainties.

The most important aspect of the legislative renewal mentioned is the subdivision of the old master plan, the legacy of the urban planning law of 1942, into three planning instruments: the Municipal structural plan (Psc), the Municipal operative plan (Poc) and the Urban planning building regulations (Rue). This has enabled the Psc to be applied to just programmatic aspects. In simple terms, the Psc is a general plan that defines only a number

of guidelines - a sort of 'urban ideology' - almost of policy and thus not pertaining to the specific context of the project; while the Poc represents the structure on which the formal control of the short-term programme operations is based through a system of urban projects. In short, this is an intelligent solution that enables general aspects to be separated from particular ones, and at the same time makes them coincide in a common process. For the first time, planning that does not come between projects, and for the first time town planning becomes a 'new planning hope'.

A new season for town planning in Calabria*Michelangelo Tripodi*

Calabria is striving to come into line with the other regions in terms of territorial governance, towns and the latest-generation plans. The Department assigned to me at the beginning of the current legislature was lacking in any content and absolutely marginal in the regional context, performing mere bureaucratic functions, limited basically to approving municipal planning instruments and other similar activities. We have now started on a reform process giving priority to territorial and urban programming and planning at regional level. Furthermore, the Department has taken on functions regarding the historic centres, the landscape, maritime areas and regional cartography. After the approval of the regional planning guidelines in november 2006, a group of experts is now busy drawing up the regional territorial and landscape plan.

The themes concerned range from safeguarding and developing the coastline to new relations with marginal and inland areas, providing infrastructures coherent with the territories concerned, reorganizing the urban network and equipping the towns with the technologically most advanced systems, and protecting the landscape. Much remains to be done: we have reached midway and among the other objectives we propose to provide guidelines for the quality of the new plans (provincial and municipal) being defined and drawn up. This with a different way of looking at town and other planning based on strategic actions and on the real development of the territory. Lastly, we have devoted special attention to programming the European

structural funds for the period 2007-2013: within the framework of Por Calabria 2007-2013 a specific City-Urban areas-Territorial systems axis has been prepared, identifying the priorities and needs of the various regional contexts, endeavouring to place the territory as a resource in the centre of regional development policies.

Guidelines of regional planning in Calabria

Maria Grazia Buffon

Up to about two years ago Calabria was lagging far behind in town and country planning and in landscape measures. It was the only region not only without a landscape plan, but even lacking in any other instrument of territorial planning at regional and provincial level. In 2005, with the present regional government, Calabria for the first time carried out a series of concrete actions aimed at ushering in a new season of town and territory governance, in order to provide and radically innovate methods and instruments of urban and territorial planning, and to recognize the local values on which to build for giving a new aspect to Calabrian territories.

The protocol of understanding, strongly urged by the present head of the regional department of town planning and territorial governance, was signed in september 2005, and defines the 'central role that the territory must assume for the development of Calabria'. Planning and control of territorial transformation were regarded as qualifying moments of the action of the various administrations and of the other bodies competent for the subject. The new philosophy of territorial governance, in which sustainability, subsidiarity and participation have been assumed as the principles and the basis of inspiration of planning, and thus of territorial transformation processes, underlies the drawing up of the *Guidelines of regional planning*, as the instrument 'for a new culture of governance of Calabrian territory and towns', which have introduced some interesting innovations:

- in the method of drawing up the instrument: broad-based participation;

- in guidance and strategy: the first planning instrument at regional level;

- in the effects produced in the technical-professional and political-administrative world: a new cultural debate for drawing up the new instrumentation.

The guidelines were prepared in 180 days by a technical-scientific committee representing the main institutions and associations, guaranteeing ample participation and the adherence of all parties concerned in forming the instrument. Participation was open to the entire regional community, through five provincial conferences which presented and debated the document, publicly illustrating contents and effects and acquiring observations and suggestions from those living and working in Calabria. This led to a twofold result: an instrument widely shared by the community, and the spontaneous activation of the debate on town and territorial planning and correlated themes, at regional and local levels. With the drawing up of the guidelines on regional planning, and the participatory method adopted, Calabria has finally 'started up'. The institutions have shaken off the torpor with which matters linked with town and country planning were addressed. The widespread degradation of territory and towns is now publicly spoken about, as well as the limits that these conditions place on the development of the region, and the need to change the way of regarding and designing towns and territories.

For the first time rehabilitation is identified as the main means of intervention with instruments of planning, programming and design, reorganizing the territory and rebalancing uses and consumption in an

ecological manner.

As the instrument for directing the whole planning process at the various levels, the guidelines thus permit the effective application of Regional law 19/2002, starting off the new system of planning instruments.

The Psa (Structural plan in associate form) is an instrument fostering the integration of adjoining municipalities having specific affinities of territorial or cultural type, or of identity, and/or which are characterized by small populations and/or which want to pursue common development strategies. The Psas were thought out with the aim of strengthening the culture of integration, making the territories more competitive, outlining new reticular urban systems or organizing polycentric territorial systems. Strategies contained and well defined in the guidelines, and whose potentials have been immediately perceived by many municipalities which have manifested their interest in joining together for the definition of their plans.

The coming into force of the guidelines of regional planning, at the same time as the amendment of Regional law 19/2002 (law 14/2006), has thus started up a new season of urban planning in Calabria: the Region, provinces and municipalities are in fact required to acquire the new town-planning instruments within a short time, and to try out innovative procedures for their construction and definition. A new experience making Calabria a 'laboratory' of a new type of territorial, urban and landscape planning, in which to experiment on new ways of 'doing town planning', of designing the territory and constructing landscapes that are able to give new meaning to places at present downgraded, to create a regional territorial

design recognized as such, but also to offer fresh opportunities for developing a new culture of territorial governance in Calabria and among Calabrians.

Competitiveness and attractiveness of Calabrian territorial systems

Rosaria Amantea

The original documents on the evolution of European development policies show the Community's commitment to strengthen the 'territorial' approach, based on the role of the city, considered "one of the main propellants of economic development and of productive, social and cultural innovation, to the point of becoming the priority in development policies". A renewed urban-rural relation, the improvement of natural systems and of cultural and local identities, safeguarding environmental assets, equal opportunities of access to infrastructures and to know-how, are recurrent objectives in Community documents.

Interpreting this assumption, the National strategic framework (Qsn) defines priority projects as ones that enable towns to provide high-quality services. In this context the Regional operative program (Por) is an important factor in defining priority choices of territorial development, but also for starting up the process of bringing territorial planning and multi-level economic programming closer together, something that is ever more decisive for the success of development policies.

In Calabria, it is possible to carry out development policies for areas and urban functions, if the regional urban framework is viewed as an articulated complex system, to be promoted, upgraded and strengthened with investments in keeping with the urban and landscape dimension, territorial policies, development strategies and upgrading and improvement processes.

The territorial approach in the new programming

In the new programming, cohesion policies assume a territorial dimension as a basic reference in pursuing a number of strategic objectives:

- increasing welfare levels and quality of life;
- guaranteeing a widespread distribution of the services and favouring access to technological networks;
- contributing towards strengthening the competitive advantages of local systems, guaranteeing better accessibility.

The development prospects of Community programming strongly stress territorial cohesion, which is therefore the most general concept of sustainable development. The fundamental aspects on which this centrality is based may be summed up as follows:

- territorial quality;
 - territorial efficiency, as optimization of the use of natural resources;
 - territorial identity, as a 'sense of belonging', based on shared visions of local development prospects able to maintain specific local productions and vocations through time.
- In the light of these considerations it is clear that, in constructing strategic lines, and defining implementation priorities, it is important to group together projects that improve the city-territory-environment system as a reference area for defining development strategies and dimensions of territorial governance policies.

Priority lines of intervention for competitiveness

The Por 2006-2013 foresees specific actions to upgrade and improve urban systems and those of the territory and the landscape. The unitary regional strategic document for programming states that the improvement of urban settlements and of the territorial system goes by

way of actions that show clearly:

- what new role it is wished to confer to the cities system;
 - with what resources it is intended to create the 'platform' necessary to integrate the city networks in a competitive economic circuit;
 - what policies must be adopted to define the processes of specialization;
 - what strategies and resources it is intended to adopt to guarantee effective actions of rehabilitation and improvement of urban areas.
- To sum up, the aims of the new programming are based on the following areas of intervention:
- strengthening the process of renewing what already exists, considered priority in the definition of future urban patterns;
 - upgrading and improving the diversity/identity of the cities and of their networks;
 - upgrading and improving the 'landscape' as a resource.

Only 5 of the 409 municipalities in Calabria have more than 50,000 inhabitants. It is therefore a region with insufficient urban concentrations. The region's particular physical-morphological configuration (only 9% plainland), and the complex historical factors that have formed this pattern, have given rise to:

- lack of a network of 'central localities';
- a low level of concentration and structuring of higher-rank activities and functions;
- low urban quality;
- an insufficient system of urban social services;
- dissipation of environmental and territorial capital;
- erosion of the landscape and the environmental heritage;
- generalized decline of public spaces.

In view of the above, it emerges clearly that it is necessary to strengthen the development of a network

system of Calabrian centres, based mainly on the development of specific themes.

In this direction, it is strategically necessary to act on the minor centres, which must be urged to form coalitions, to construct projects that promote relational networks, through the principle of integration.

Conclusions

The Calabrian region intends to start up a process of territorial governance, interpreting the strategic guidelines developed at European and national level, summed up by the following cardinal points:

- sustaining development;
- increasing and strengthening; recourse to participated programming and building up social and territorial cohesion;
- narrowing the infra/intra territorial and urban gap).

* Cf. 'Cohesion Policy', working document of the European commission, Brussels, 23/11/05.

Substantive landscape and territorial sustainability*Alberto Ziparo*

The environment in Calabria today shows a disconcerting ambivalence, considering the dominant trends. The very bad state of the sea, a problem for the regional tourism economy, is just one aspect of a landscape that continues to present very high values which, however, in their intrinsic characteristics, are not considered; and of a territory that is greatly unbalanced and too much 'consumed'.

Today, there are just over two million inhabitants in the region, while the built volume exceeds 800 million cubic metres. Every person, in theory, 'possesses' an apartment of more than 400 cubic metres. The built area-inhabitants ratio is the highest in the country. Another point causing concern is the excessive concentration of investments, settlements and inhabitants: more than 80% of all Calabrians live in less than 20% of the territory, which includes some ten densely inhabited areas. The extended towns which have invaded the three plains and the entire coastal area of the region are characterized by congested traffic and settlements, especially residential and tourist amenities, by difficulties of relation and by pollution. Against this, the enormous natural assets, especially inland, of very high ecological and landscape values, are threatened with abandonment.

The use of the territory and of the landscape in the region is almost always a constraint, not a factor of development. A change is therefore called for based on the fundamental concept of rehabilitation, which moreover the new regional strategies, starting with the guidelines, are trying to

propose. Environmental, social, economic and territorial sustainability is indeed taken as a basic paradigm of territorial policies and planning.

It should be stressed that sustainability is not only declared, but in substance pervades all regional territorial development policies and planning. The new sustainable development of Calabria must be pursued by recognizing and affirming the territorial identity of the places, through actions of rehabilitation of the natural and settlement assets. This means the capacity to identify the values of the places (ecology, culture, landscape, society, local economies) and to reinterpret them, with new projects, to affirm them and transform them into usable resources.

The concept of sustainability entails the formulation of a scenario of rehabilitation, safeguarding and enhancement of the various places, in which options of exogenous type may possibly be inserted, but only after having verified their sustainability.

The future sustainable development of Calabria is linked with the enhancement of the landscape, as repeated and urged by Italy's ratification of the European convention on the countryside.

The Qtr (Regional territorial outline) is an instrument of guidelines, strategies and normative indications, rather than directly operative prescriptions. However, the continuation and completion in detail are foreseen, at regional scale, of the areas of quality or of particular ecological fragility, already protected, which the instrument is entitled to integrate and amplify.

The project for the landscape, very necessary in Calabria, supplies a cultural and environmental frame which is decisive for the situation proposed by the guidelines, and thus by

the Qtr. At regional scale the landscape plan assumes an indispensable normative or operatively prescriptive function, in the detailed (subprovincial) landscape plans.

Structural planning in Calabria: some reflections

Giuseppe Fera

Regional law 19/2002 of Calabria is titled "Norms for the safeguarding, governance and use of the territory". Not therefore a 'town planning' law, but one for territorial governance, which means that alongside the traditional missions of town planning there are some new, different aims: the analysis and mitigation of environmental risks, protection and enhancement of the landscape, development of agricultural areas, etc.

The main novelties in the regional law may be summed up as follows:

- the law combines organization of the territory and the promotion of sustainable development;
- it fosters at all levels the processes of concerted action and participation;
- it promotes forms of equalization making the plan more effective;
- it introduces the principle of assessment of planning instruments.

These innovations regard planning at all levels, including municipal level, which basically is that at which town planning forecasts are carried out.

The Calabrian regional law outlines the system of municipal planning through these instruments:

- Municipal structural plan (Psc), replacing the old master plans;
- Building and town planning regulation;
- Temporary operative plans (Pot);
- Unitary implementation plans (Pau);
- Building sectors.

From this law derives, therefore, a definitely more complex and articulated planning system than the old one. But apart from any feelings of justified optimism, a doubt emerges, regarding the concrete possibility of implementing this system, in a region

where only 37 municipalities out of 409 have more than 10,000 inhabitants, while 2,000 have between 2,000 and 5,000, and as many as 170 are below the 2,000 mark; hence with technical-administrative structures quite inadequate to carry out the complex tasks assigned them by the new law. All the important innovations introduced by the law therefore risk being transformed into a burden on municipal planning, leading to its substantial paralysis.

The Region and the provinces must thus carry out an active role of assistance to the municipal administrations.

One of the issues not fully resolved by the law of 2002, is probably the fact that differentiated planning instruments and procedures should be thought out for the small municipalities. The guidelines have sought to make a small yet significant step forward by introducing the Associated structural plan (Psa). One of the objectives of the law is in fact to urge small municipalities to form associations, trying to foster the formation of reticular territorial systems of relations, helping to overcome the gap suffered by the small municipalities.

The formation of such reticular systems is at the centre of territorial planning and reorganization policies, and one of the ways to promote this policy is that of favouring the association of municipalities for drawing up the Psc, which would bring with it undeniable advantages:

- better, more effective governance of the territory and, above all, of natural resources (catchment basins, wooded areas, landscape);
- the possibility of making local development programmes which use in the best way resources that acquire value only at supra-municipal scale;
- the possibility of carrying

out and operating in association services and infrastructures that require higher population thresholds;

- the possibility of obtaining adequate technical planning and design structures, not within the reach of small municipalities.

Snapshot: light versus shadows*Giuseppe Scaglione*

Two parts: one 'illuminated', the other one 'in the shadows', separated by a system of green and natural barriers, mountains, parks. The 'illuminated' part goes from the Tyrrhenian slopes to the Apennines, from Praia to Reggio, and, mainly thanks to national choices, the Salerno-Reggio Calabria motorway, the railway line, the two airports (Lamezia and Reggio), and the two major regional universities, in these years has witnessed a progressive change in settlement conditions and socioeconomic dynamics. The part 'in the shadows', despite its characteristics and resources, and the fascinating profile of 'Magna Graecia', runs from the mountain ridge to the Ionian sea, from Rocca imperiale to Pellaro; it lacks a main highway or an effective railway network, with two ports underused and an airport that operates for only half the year.

This is a possible snapshot of Calabria, and it is not all that far from the truth. Calabria is still in a transition phase, moving from a basically agricultural economy to a hybrid system, in which hasty industrialization, a tertiary sector, commerce and small enterprises progressively substitute the endogenous resources, more typical of a still recent past.

Against this background, the parts in the light must try to scatter the shadows in the rest of the region. The Qtr (Regional territorial outline) is a concrete challenge for the development of this territory with policies for the construction of new scenarios and new development models. In this new vision, still under construction, Calabria's strategic position in the 'Euro-Mediterranean'

system should be used to the best advantage.

The passage from a long, chronic, frustrating absence of instruments of territorial governance, to the new phase, with a greater wealth of instruments, and renewed also in its models of planning and implementation, must necessarily include, as a fundamental element of transition and innovation, also a number of priority projects. In the national stalemate that has in recent years affected mostly the weaker regions, such as Calabria, the most important dynamics and the most interesting economic performances have been produced in the towns and cities.

In the passage from the more widespread system of countryside-city-smaller centres, to the more innovative one of infrastructures-urban territories, a first positive project scenario is envisaged, making it possible to glimpse in the more propulsive role of urban systems certain new and possible visions of the dynamics of 'city networks'.

Thus, visions as an interpretation of a new, coordinated 'multicity' project, which intercepts the positive dynamics and the driving influences of the main territorial-urban systems of the region, and translates them into project opportunities.

In defining these first, delimited, but advanced visions, relations of significant collaboration with the bordering regions must necessarily be increased, to make them effective also with coordinated projects able to create territorial and productive integrations and new relations and exchanges, constructing occasions to increase the competitiveness of the territories and economies.

In this scenario, on the basis of surveys started, and through the indications of recent regional planning

documents and guidelines, it is already possible to draw up a first possible 'battle chart', identifying a number of poles of reference, namely the territorial contexts with interesting multipole and more dynamic prospects, due either to their higher population density, or to the presence of advanced, driving activities, on which to concentrate strategies and to activate the first 'project workshops', also in experimental form.

It is therefore the 'illuminated parts' that should move towards the parts 'in the shadows', helping to shed light on them. This concerns in particular the extended conurbation of Valle Crati, Cosenza-Rende-Università, and the Sibari plain, on the Ionian side, another urban-agricultural-productive stronghold in rapid transformation, near Basilicata and Puglia. In the centre is Lamezia Terme with its interesting performance. In the extreme south of the region, finally, the port of Gioia Tauro - in spite of difficulties, problems and a backlog of delays - shows promise of strong productivity.

The territory of Reggio Calabria-Gioia Tauro has the greatest development potential in terms of infrastructures, logistics and production. It is here that Calabria's future is being played out, as an important articulation of the 'Southern transnational platform'.

**Between strategies
for the territory and
regional plans***Alberto Clementi*

In Calabria the programming of investments for development requires to be underpinned by shared, farsighted but realistic future views of the territory able to make the manifold actions indicated by government institutions at various levels immediately coherent. Perhaps more than elsewhere, there is need for responsible strategies, aimed at concentrating investments on priority themes and works, strongly rooted in the local contexts, with tangible effects triggering development, indispensable for increasing the often vacillating credibility of public policies, after all too many disappointments.

In view of this situation, the Region has sought to put some instruments recently introduced to innovative use. In particular with the Territorial projections of the Qsr (Regional strategic outline), the objective is that of linking a number of sectoral strategies for the development of territories of regional and supraregional importance. The Region has interpreted the Territorial projects as an opportunity to refine its action choices, convinced that infrastructural works should be regarded above all as 'territorial works', i.e. able to generate significant development effects in the contexts concerned.

An important role in this prospect is assigned to the 'guiding view' indicated for the future, increasing the intrinsic regional polycentrism, by belonging to two supra-regional integration contexts, the transnational Sicilian-Calabrian platform and the interregional Calabrian-Ionian platform, towards the port of Taranto, linked by the central isthmus of Lamezia-Catanzaro, the key

element holding together the whole regional system. The keystone of this strategy for the development of Calabria is not just to strengthen the internal cohesion of a basically centrifugal territorial system, but above all to anchor locally the main flows of supraregional relations, used as opportunities to provide further boosts for regional development.

The declared aim is to equip the region to intercept a large share of the international investments foreseeable for the future (in the prospect of 'Italy: gateway to the east'). For this strategy to be successful, it is first necessary to substantially improve the functioning of the networks, eliminating bottlenecks and malfunctions which today greatly penalize Calabria, and as far as possible to favour the multimodal interconnection of waterways, railways, air and land routes.

It is necessary to count on innovation, and at the same time to develop the territory as a contextual resource. The Strategic document that emerges from the projections aims at local involvement in many public policies, safeguarding and improving the space and the environment as context infrastructures, increasing the material and intangible networks of access to the major European, Mediterranean and international circuits with special reference to the facilities for mobility at various levels.

The form that will really be taken by the Strategic territorial document of Calabria will most likely reflect the interinstitutional relations and the consensus reached at local, regional and national level. Naturally, the region is at the centre of this complex interinstitutional strategy. The road taken with the 'Guidelines' invites the

intensification of efforts for a more mature policy of democratic governance of territorial transformations.

The future is dependent on the offering of the projects

Luca Fondacci

For three decades, public policy has been dominated by the power of flexible and resilient markets, harnessing self interest for the public good. The view that the only sensible response to the 21st century's first serious financial crisis and rising energy prices is a wholesale reform of the system and innovative developments in new countries with great investment potential, is now gaining ground. Investors' specific needs are often represented by important government authorities in order to allow high returns for international investment. The consequences are an increase in public private partnerships (Ppp), greater global competition in markets which are more accessible and closer than in recent times and a gigantic re-urbanisation process involving 200,000 people per day. Turbulences are not reasonably ephemeral, but defined. The growth of real estate investment in the last three years, 2005, 2006 and 2007, seems to confirm that the international real estate fund has money to spend even in 2008. Also the 19th edition of Mipim, the World's Property Market, is set to welcome a record number of real estate professionals. That's the best thing ever to celebrate in 2009 in the 20th edition of the world's leading international property market. The 29,318 delegates, 9,744 companies, 6,800 investors, the large number of different participants from 89 countries, and new opportunities to invest in large scale urban projects and buildings designed, built and operated with low environmental, social and economic impact while enhancing the health,

welfare and quality of life of the people who live and work there, are clear and strong answers to the energy and financial global challenges.

The industry plays the wake up call

The international property industry is looking forward to bringing together countries with strong growth potential in the real estate sector. As a result of this, in early december, 'Mipim horizons' will allow real estate professionals, exhibitors and investors to connect and gain insight into high potential property markets such as eastern and central Europe, the middle east, the Russian Federation, Africa, Central Asia, Turkey and Latin America. It will bring together institutional investors, regional developers, property owners, brokers and local authorities and will give an unparalleled opportunity to obtain a full overview of innovative developments in regions with great investment potential and to broaden international portfolios. It is also the ideal opportunity for developers working in these fast-growing markets to present their projects and to convince the rest of the world of the advantages that they offer in residential, commercial, hotel and tourism-related property. according to *Emerging trends in Real estate for Europe*, edited in 2008 by Urban land institute (Uli) and Price-WaterhouseCoopers, other news from the Mipim 19th edition is that old Europe is not particularly attractive at the moment as the returns are not particularly appealing. Property markets are dynamic and change quickly. Investors and developers need to investigate new markets and regions, to diversify current holding and developments, and to expand geographically. In

2008, Moscow and Istanbul are top European development markets, while Paris drops to 6th and London falls to 13th. However, transparency is something that needs to improve, because Moscow and Istanbul are in the bottom five, ranked by city risk rating. Anyway, the point is that these cities have challenging existing strategies through the 'halo effect'. The halo effect occurs when investors and developers extend their due diligence to secondary cities that geographically surround major cities. In this sense, Latin America has had impressive positive economic development. After the crisis years of 2001 and 2002, and the high prices of natural resources, economic and political reform combined with a young, ambitious population is providing the region with solid growth.

"Award" vs "Aware"

Mipim 2008 has turned the spotlight on the challenges of sustainable development in the property sector. In addition to the unique environmental features of projects showcased in the exhibition area, there was a series of conferences devoted to the topic on 'green' day. There was also a new category in the Mipim. Awards to reward green construction, which replaced the 'Shopping centre' one. The aim is to highlight projects that meet the criteria for high environmental quality, such as the optimum use of energy and water, the protection of the health of the occupants, the improvement of their work environment, and the reduction of the impact of the building's emissions on the environment. Crane track, Amsterdam, this year won the Mipim special jury award, the aforementioned Green building award and also the Urban land institute's award for excellence 2008. Crane

track represents the ultimate in green building philosophies. Its substructure reused redundant concrete platforms that date from 1952, onto which a new flexible office building has been grafted. This structure uses river water for heating and cooling, while the design has the potential for alternative real reuses in the future.

In the category refurbished office buildings, the historic building Unilever house, London, won an award with the construction work completed early in 2007, recycling and reusing 95% of materials and equipment from carpet tiles to light fittings. In the category hotel and tourism resorts, Projekt hotel Wasserturm, Hamburg Sternschanze, as in the residential developments Chimney Pot Park, Salford, Manchester, demonstrate solutions used in order to reduce soil consumption and the environmental impact of real estate. In the category business centres, the Council of Europe, New general office build, Strasbourg, is a sustainable building, built and operated with low environmental, social and economic impact and also low energy use. However, even with the apparent environmental value of the new opportunities and technical solutions that seem to improve optimism in real estate supply, we should remain cautious in order to avoid issues which may arise between individual ambition and the awareness of realistic possibilities.

Strategies for the enhancement of property assets

In the exhibition area of Bologna System, Florence Business, Great Rome and Lazio Region, Milan Metropolitan System, New City Parma, North West Italy, Regione Autonoma Friuli Venezia Giulia e Sistema Venezia, italian municipalities presented

themselves and private companies as the best promoters of targeted cultural, social, scientific and urban redevelopment initiatives.

Italian urban vision seem to demonstrate our expertise which has been built up from planning out new strategies for the development of market oriented public-private partnerships, and also sustainable oriented, in order to enhance property assets, first and foremost the public-owned property assets.

The *Agenzia del demanio* press ahead the ongoing deployment of the redevelopment programme for publicly-owned assets that offer potential in terms of increased value. This programme was inaugurated with the Valore paese project. Presented also at UrbanPromo 2007, this project is aimed at selecting investors who are interested in the redevelopment and enhancement of prestigious public properties with a view to coming up with new uses that more closely reflect the characteristics of the local context in which assets are located. In this regard, four memoranda of understanding have been initiated in five Unitary redevelopment programmes and four memoranda of understanding signed, involving more than 160 Italian ministry of Defence assets that were no longer being used for military purposes.

Over the coming years, it seems useful to improve the selection of projects that offer potential in terms of increased value also in the local urban and environmental context.

These opportunities can come through the introduction of new tools for the unitary promotion of the best Italian practices in redevelopment and enhancement of property assets, which aim to effectively contribute to

Italy's capacity to compete within European markets.

Towards integral sustainability

Some concrete examples have already been described. However we can also mention new European leading examples in the development of sustainable buildings, such as the refurbishment and modernisation concept of the iconic high-rise building Taunusanlage, Deutsche Bank head quarters, Frankfurt as a result of the voluntary commitment of the bank in sustainability-management-system; the 'Green building council' launched by the English government; the Italian government's plan *Clima-efficienza energetica-innovazione industriale* which is dedicated to new collaboration and synergy between ecology, industrial and real estate sector; the first world business district summit for sustainable development organized by the French public company responsible for developing the *La défense* business district close to Paris, with the aim to federate the world's business districts around strong, concrete and measurable commitments contained in a Sustainable development agreement for business districts; the *Eco real estate forum* part of the 4th Expo Italian real estate, Milan, and the international expo *Ecopolis*, organized by Camera di commercio di Roma e Fiera di Roma, which focuses on the ideal city as being a sustainable city that will be held in Rome from 1 to 3 April 2009.

There are increasing signs that the sustainability of a property will soon become an aspect, not only of its valuation, but also of the city in which it is situated and will have either a positive or a negative effect on their risk rating.

With building costs at a level of 10 to 15 percent above the previous

standard, energy consumption can be reduced by around 36 percent. For this reason, both operators and buyers are attracted by these new ways of thinking that will make a difference between different projects. In effect, combating climate change is more of an image factor and we can now therefore regard energy efficiency as a quality feature of the single project and of the whole city in which it will be realised.